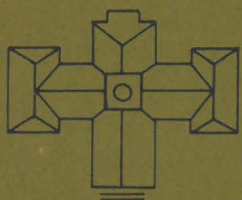


PRESERVATION OF FLORIDA'S CAPITOL
HISTORY
ALTERNATIVES
RECOMMENDATIONS



July, 1975

Prepared by
Division of Archives, History
& Records Management
Bureau of Historic Sites
& Properties
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PRESERVATION OF FLORIDA'S CAPITOL:
HISTORY, ALTERNATIVES, RECOMMENDATIONS

Prepared by
Historic Preservation Section;
Bureau of Historic Sites and Properties;
Division of Archives, History and Records Management;
Florida Department of State

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I. INTRODUCTION

This report is the result of investigations designed to answer two basic questions: (1) what is the history of the construction and alteration of Florida's Capitol Building, and (2) what are the most desirable and feasible routes for its preservation?

The body of documents relating to the Capitol previously assembled by the Division of Archives, History and Records Management was reevaluated, and considerable efforts were made to tap new sources. Since relatively complete records exist for all construction work performed after 1923, research was concentrated on the period 1824-1922. On-site architectural investigation was undertaken with the principal aim of determining the extent of fabric surviving from the 1845 Capitol.

Numerous studies relating to building utility, aesthetics and the structural condition of the Capitol have been performed in the past. Although none of these have dealt with preservation values, a concerted effort was made to compile and analyse their conclusions. The opinions of several architects, engineers and planners were solicited regarding matters of aesthetics and engineering beyond the expertise of this staff. In particular, the services of two nationally recognized consultants on preservation architecture were secured and their findings are incorporated in this report: Dr. William J. Murtagh, Ph.D., Keeper of the National Register of Historic Places, Office of Archaeology and Historic Preservation, National Park Service, Washington, D.C.; and Richard Calhoun Frank, FAIA, Architect and President of Preservation/Urban Design/Incorporated, Ann Arbor, Michigan.

The scope of this study was restricted to the sequence of construction and expansion of the overall space of the Capitol, with particular emphasis on its exterior appearance. Projections of the future nature or function of interior spaces were exempted from consideration. The following information is not represented as exhaustive, nor is it a detailed program for architectural restoration. However, it is felt that all major documentary evidence has been located, and that sufficient information exists to permit consideration of the alternatives and recommendations presented.

II. ARCHITECTURAL HISTORY OF FLORIDA'S CAPITOL

The evolution of the Capitol has been extremely complex and marked by constant modifications and repairs of a minor nature. However, research has demonstrated that since its construction in 1845, the Capitol has undergone major changes (producing a significantly different appearance) at four periods: 1892, 1902, 1923, and 1936-47. Part II traces the history of Florida's first Capitol buildings and describes the 1845 structure and the changes effected at each of the four periods mentioned above. A more detailed listing of all documented changes in the Capitol between 1824 and 1922 is presented in Appendix A.

A. BRIEF HISTORY OF FLORIDA'S FIRST CAPITOLS
(1824-1845)

The building of the Capitol at Tallahassee was directly related to the development of the City and the sale of lots, for it was from these sales that the first Capitol was financed. Shortly after the City of Tallahassee was designated as the seat of government in 1824, three temporary log buildings were constructed by Messrs. Robinson and McCall.

In 1825, the Territorial Legislative Council approved the erection of one wing of a new Capitol. This wing, to be of frame construction, was a part of the prize-winning design submitted to the Commissioners of Tallahassee by Surveyor-General Robert Butler. The wing, which measured forty by twenty-six feet, was completed in 1826 with full Masonic ceremonies on January 7 of that year. In 1838, the French artist Francis, Comte de Castelnau, visited Tallahassee and prepared a drawing of the single frame wing which then existed. In his own words, "Its meetings [assembly] are held in the building which we have sketched [see Castelnau drawing] and which bears the name of capitol. It is built of wood in the midst of a sort of very pretty little grove forming a park with a charming effect near the middle of the city."

The following architectural description is based solely on the Castelnau drawing:

Of frame construction and probably with a clapboard exterior, the building was a full two stories and of modest scale. Even at this early date, the building was steeped in the classical tradition, possessing an imposing two-story portico on the main (probably east) facade. The portico had very slender proportions, being three bays wide and balustraded at the second level. The columns, which numbered four at



Plate 1. Capitole de Tallahassée, Francis, Comte de Castelnau, 1838.

each level, were slender and square in section with simple doric-type capitals. Those at the first level rested on brick bases, as did the frame of the building. Double-hung sash windows were regularly placed on the main facade and had exterior louvered shutters. A two-story frontispiece in perfect alignment consisted of double wooden doors with recessed panels treated in the classical manner with lunette above. The building had a ridge roof with gable ends - the one on the main facade treated as a pediment crowning the portico. The pediment had a clapboard tympanum defined by a simple cornice which apparently surrounded the entire building at the roofline. A flight of stairs without banisters ascended to the first floor level. For a simple carpenter-built structure, the Capitol, which at this point in time had to be considered only a component in a presumably well designed and unified whole, was remarkably consistent with the classical criteria of balance and symmetry.

By 1828, the wing was considered too small and a central section of brick was begun. On December 22 of the preceding year, soon after the Council reconvened, the decision had been made to sell additional lots for the purpose of raising money to increase the size of the Capitol. In 1828, John P. Duval, brother of the Governor, entered into a contract with Benjamin G. Thornton for the construction of an additional section of the building which would utilize the already existent frame wing. Insurmountable financial problems plagued the work for the next few years and finally in 1832 construction was brought to a halt.

The following few years were marked by controversy and dispute over payment of bills and the raising of funds, and meanwhile there was an ever increasing need for additional space for state offices. The new brick section had never been satisfactorily brought to completion and was only temporarily roofed over. By 1838 the need for space was acute. Finally, on March 3, 1839, the United States Congress appropriated \$20,000

for the purpose of erecting a suitable state house or public building for the use of the territorial legislature. In that same year the Florida Legislative Council passed an act providing for the erection of a new Capitol. By order of the Legislative Council, the existent buildings were immediately razed and construction was begun on the building which was not to be brought to completion until 1845 - and of which a portion is still in existence today.

B. 1845

The building was rectangular in plan and constructed of brick with an exterior layer of cement which was scored to give the appearance of ashlar masonry. A ridge roof with north and south gable ends was covered with slate and there were multiple brick chimneys. Fenestration was regular, windows were double-hung sash with exterior louvered shutters, and the east or main entrance consisted of double bronze doors set into classical surrounds. Both east and west porticos were Doric, the east (of which photos are extant) having six unfluted columns rising to a full entablature, cornice and pediment with wooden tympanum. Stairs, balustrade and banister were of wood.

IN RELATION TO THE PRESENT CAPITOL: The 1845 building comprises the north-south hall (basement, first and second floors) for a distance of approximately 75 ft. in both directions from the mid-point of the building.

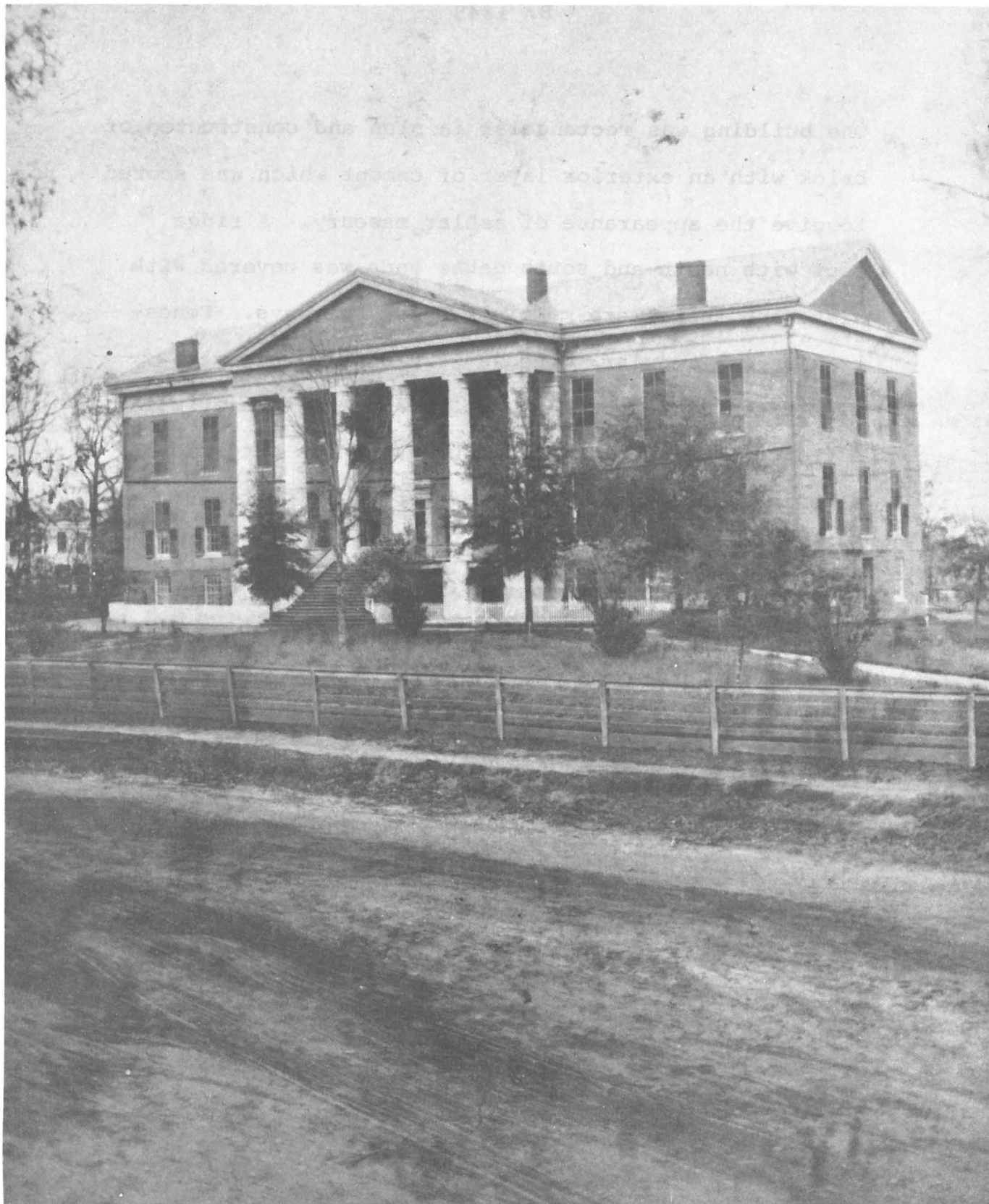
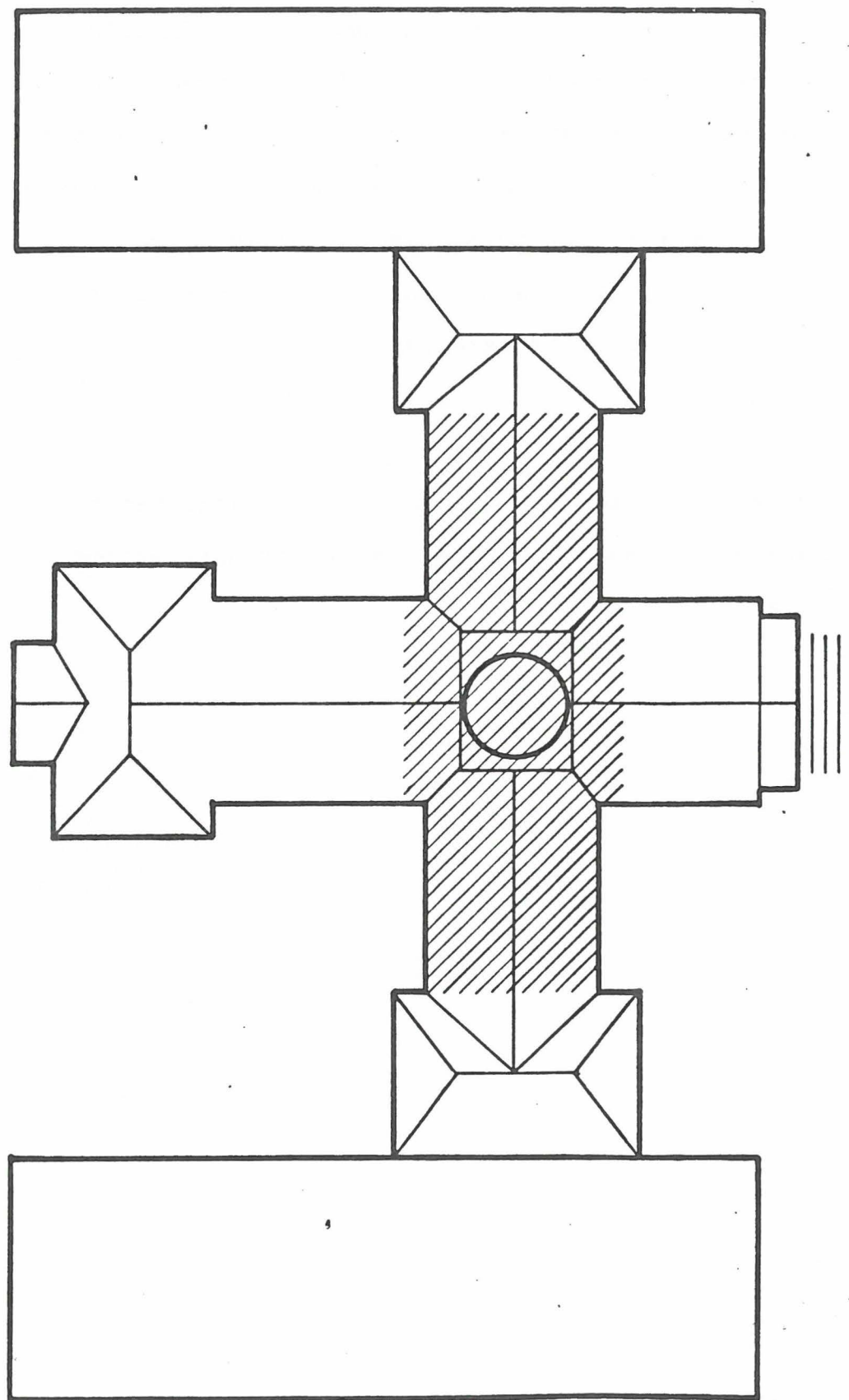
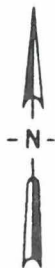


Plate 2. Capitol of 1845 (1874 photo).

1845



FLORIDA'S CAPITOL

C. 1892

Building was unchanged in plan and basic dimensions. The roof was covered with tin and surmounted by an octagonal wooden cupola with conical roof. Each side of the cupola was glazed with a sash window shuttered on the exterior. By this date the building was painted white. The balustrade and banisters associated with the east portico were changed and much more ornamental.

IN RELATION TO THE PRESENT CAPITOL: Relationship identical to 1845. No enlargements or alterations in plan.

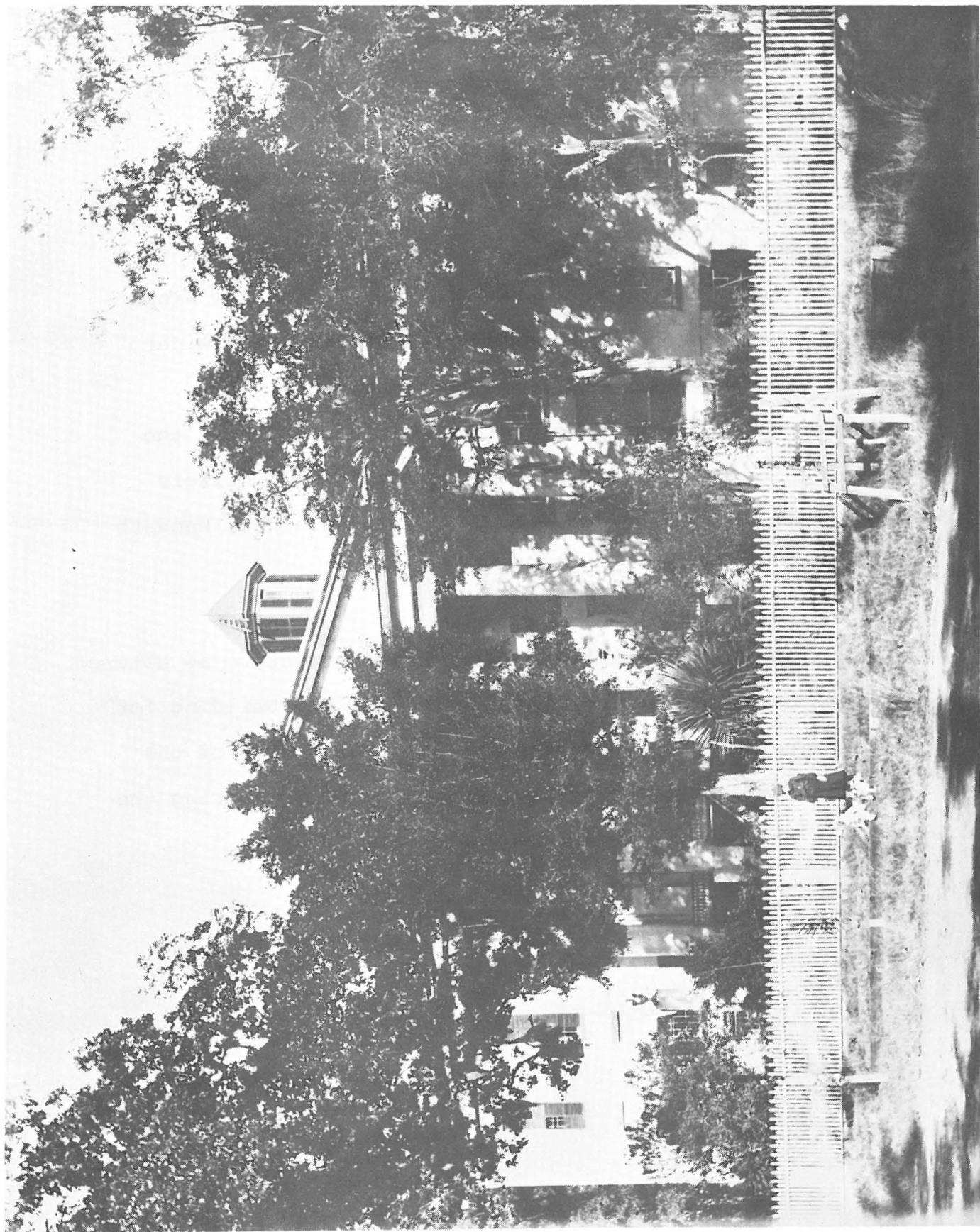


Plate 3. Capitol of 1892.

D. 1902

The cupola was replaced with the present dome which necessitated restructuring the roof to carry the additional weight. Simultaneously, the first substantial enlargement was made to the Capitol with the addition of the four-bay wings to the north and south. The new wings were the same height as the 1845 building, one bay wider on the east and west, and were crested with hip roofs. At this time there were decorative elements added to the building in the form of a dentilled cornice to encircle the structure, a continuous band of large brackets beneath the eaves and a roofline balustrade.

IN RELATION TO THE PRESENT CAPITOL: The structure as altered in 1902 comprises the north-south hall of the building for a distance of seven bays (windows) to either side of the present east portico - not including the wings housing the present chambers of the House and Senate.

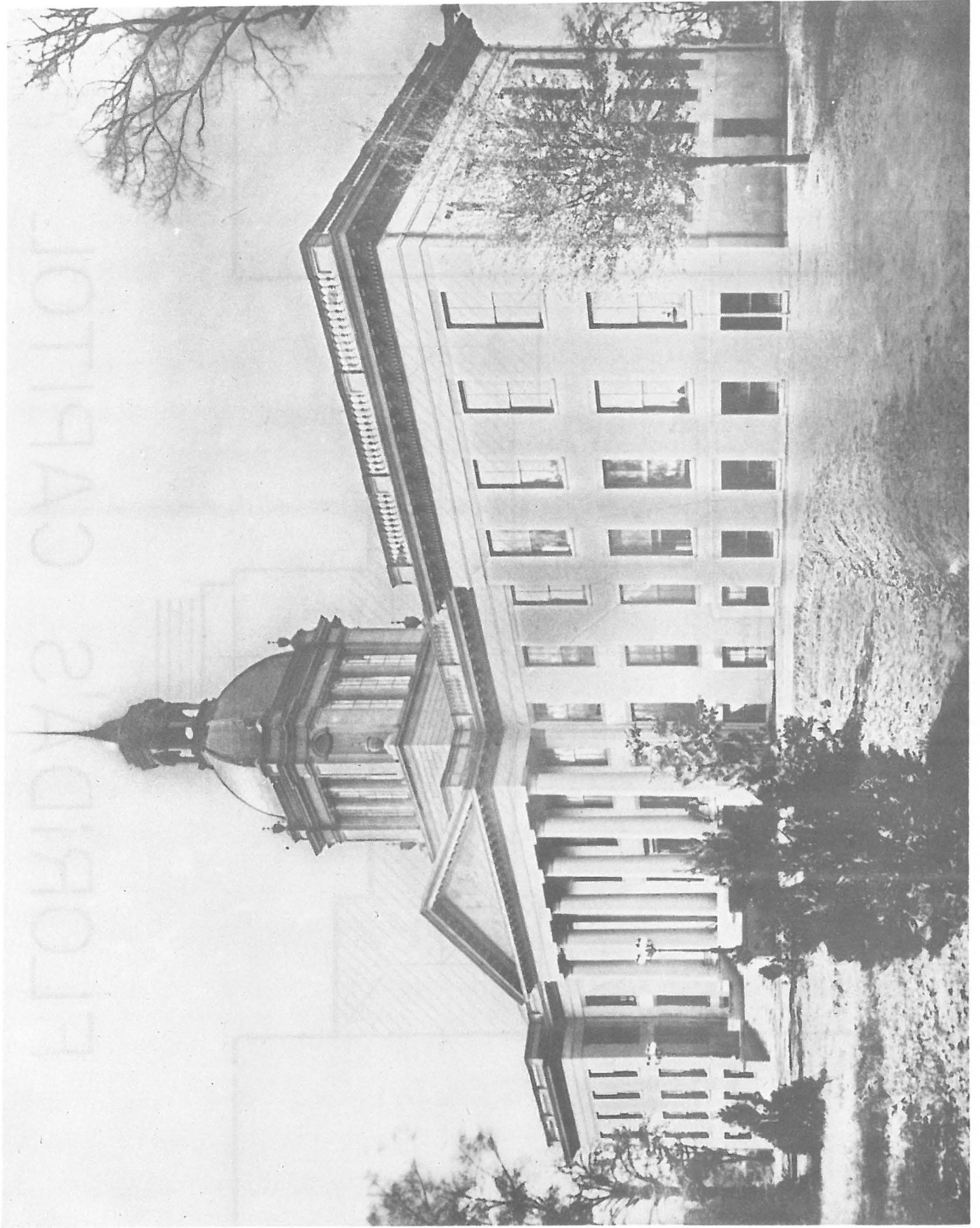
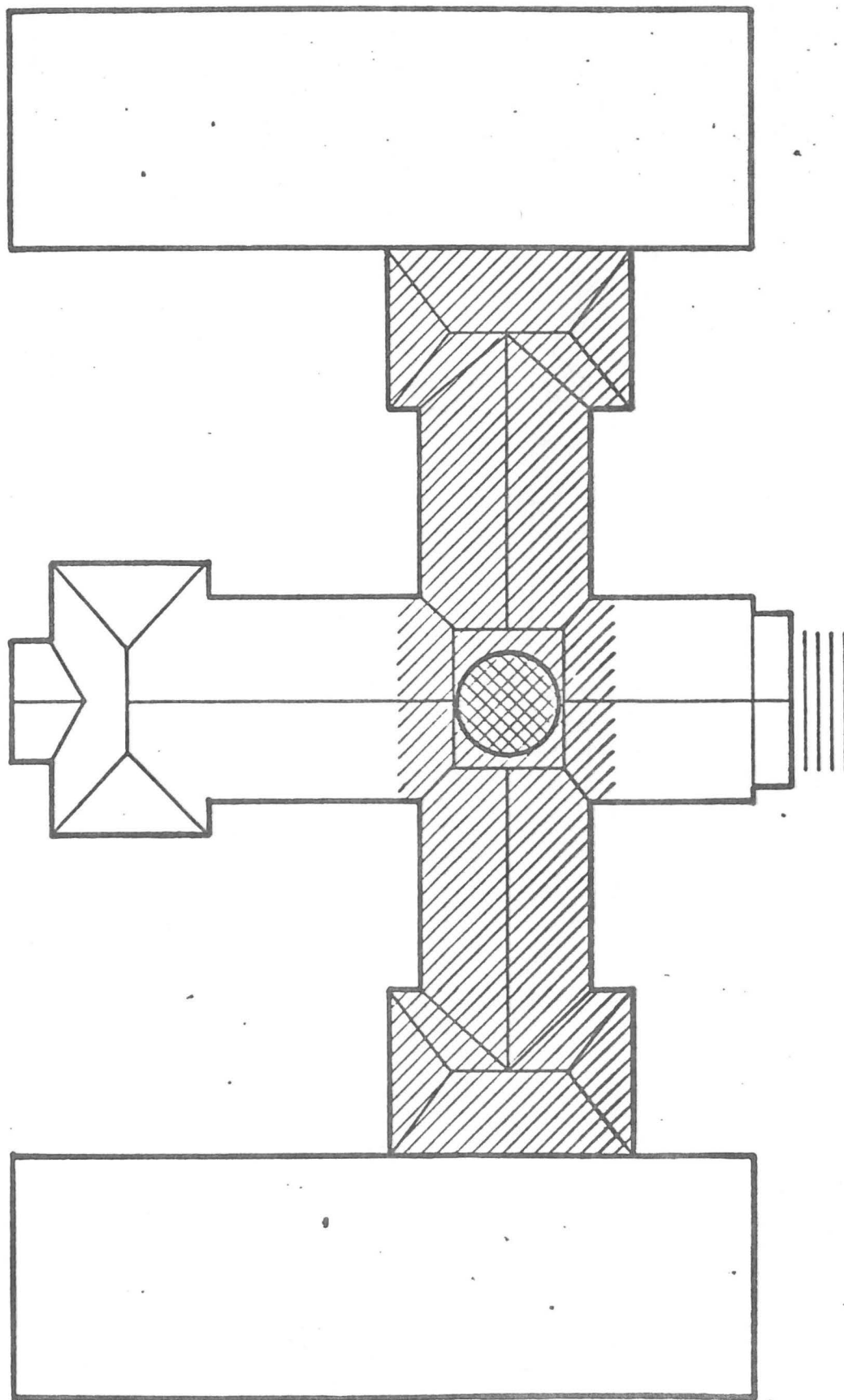
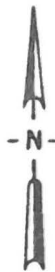


Plate 4. Capitol of 1902.

1902



FLORIDA'S CAPITOL

E. 1923

Major additions and alterations to the building included the removal of the east and west porticos. In their place were constructed the present east and west wings which increased the usable space by approximately eighty percent. On the east facade a new Doric portico was constructed patterned after the original. On the west, in an effort to save space, the portico was replaced with a pavilion embodying components of the Doric order. Part of the charge to the architect specified that the additions be designed to bring the building into a more pleasing visual balance with the dome. The most important surviving interior details date from the 1923 remodelling.

IN RELATION TO THE PRESENT CAPITOL: The building as it appeared in 1923 includes all of the present east-west hall and that portion of the north-south hall up to, but not including the wings which house the present chambers of the House and Senate.

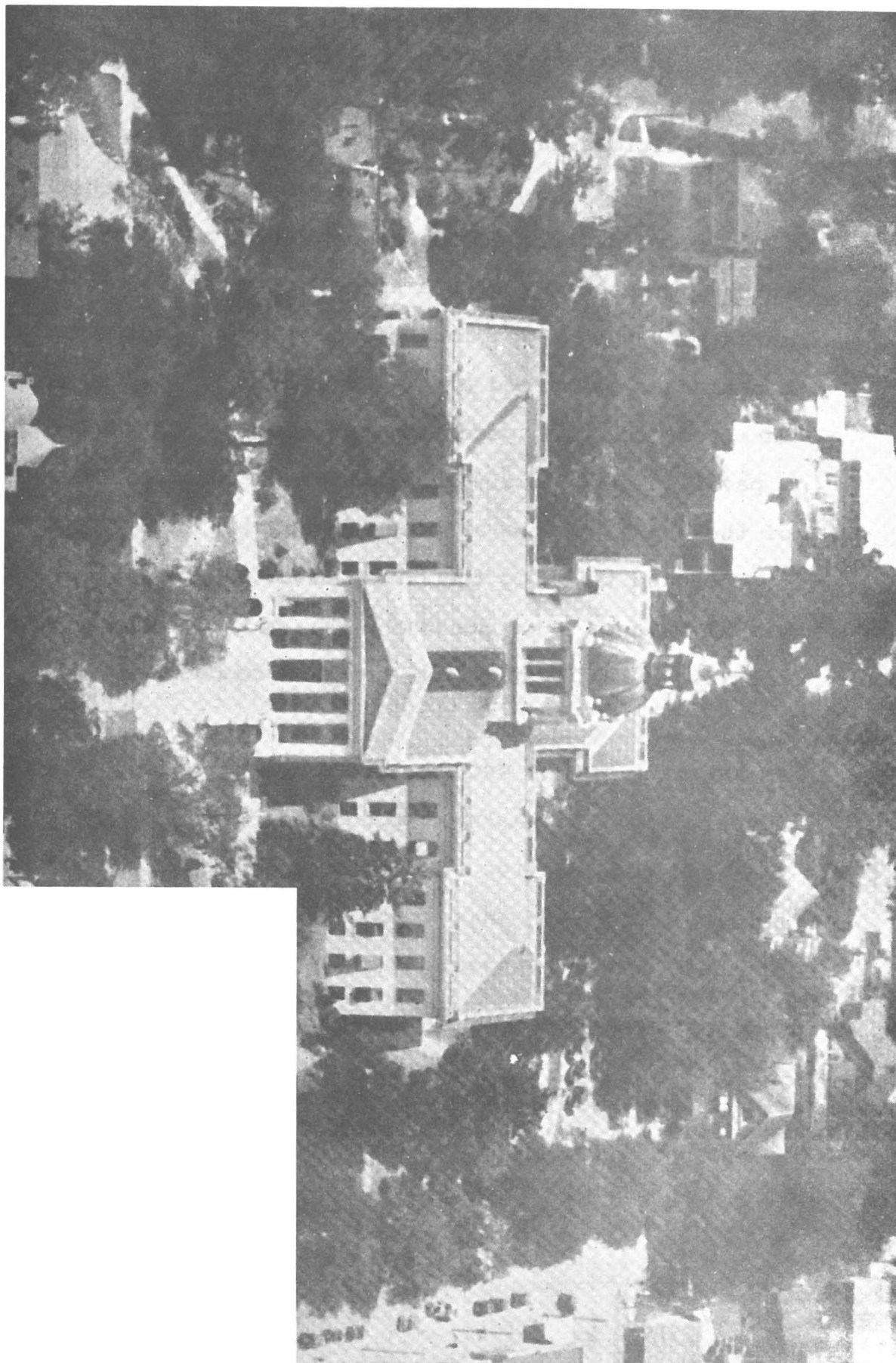
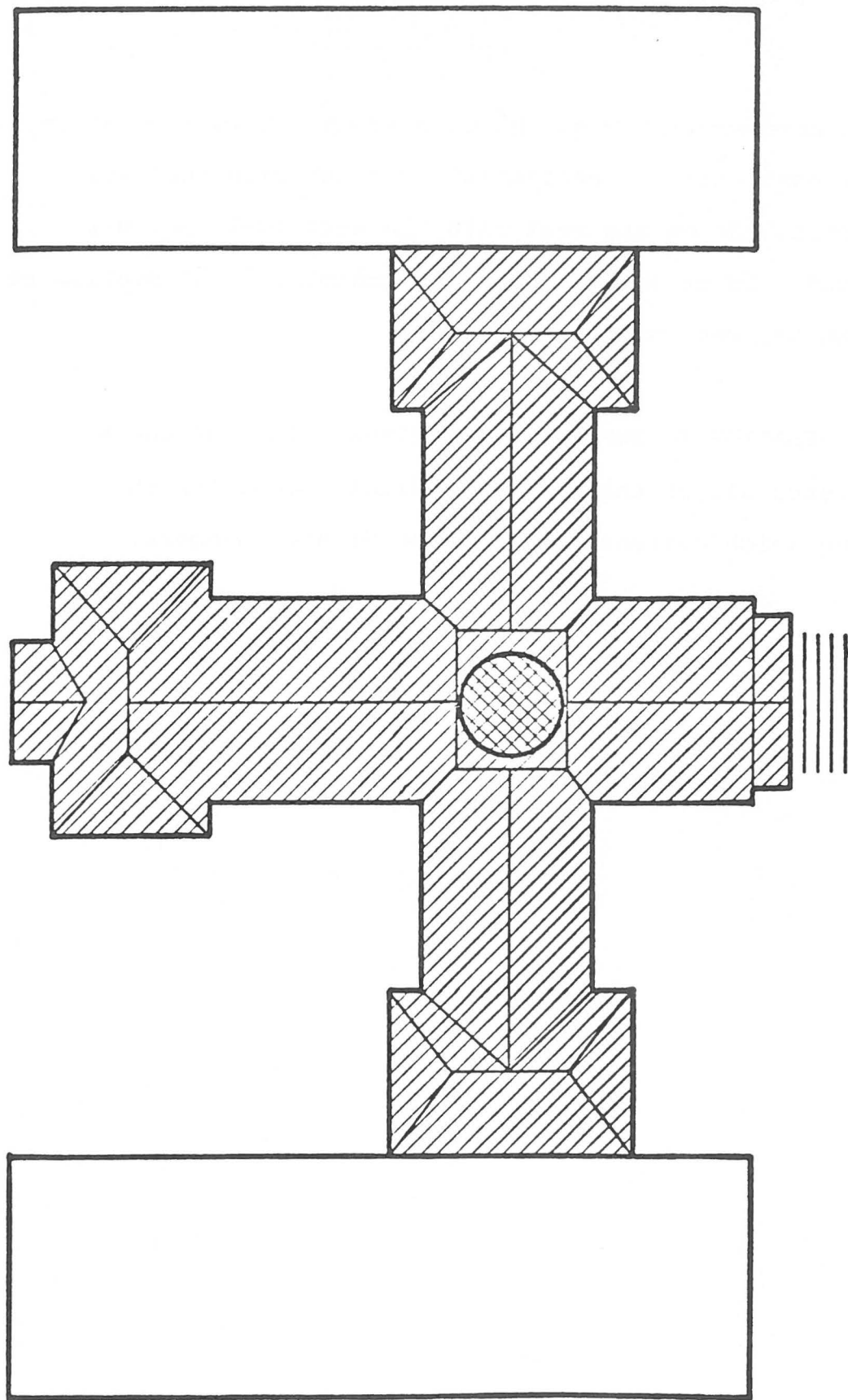
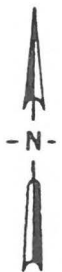


Plate 5. Capitol of 1923, aerial view.

1923



FLORIDA'S CAPITOL

F. 1936

The northernmost wing, which extends out to a point on the east which is approximately flush with the east portico and on the west with the west pavilion, was added. In exterior fabric and ornament it is consistent with the rest of the building.

IN RELATION TO THE PRESENT CAPITOL: In 1936 there existed all of the present Capitol except for the wing which currently houses the Senate chambers.

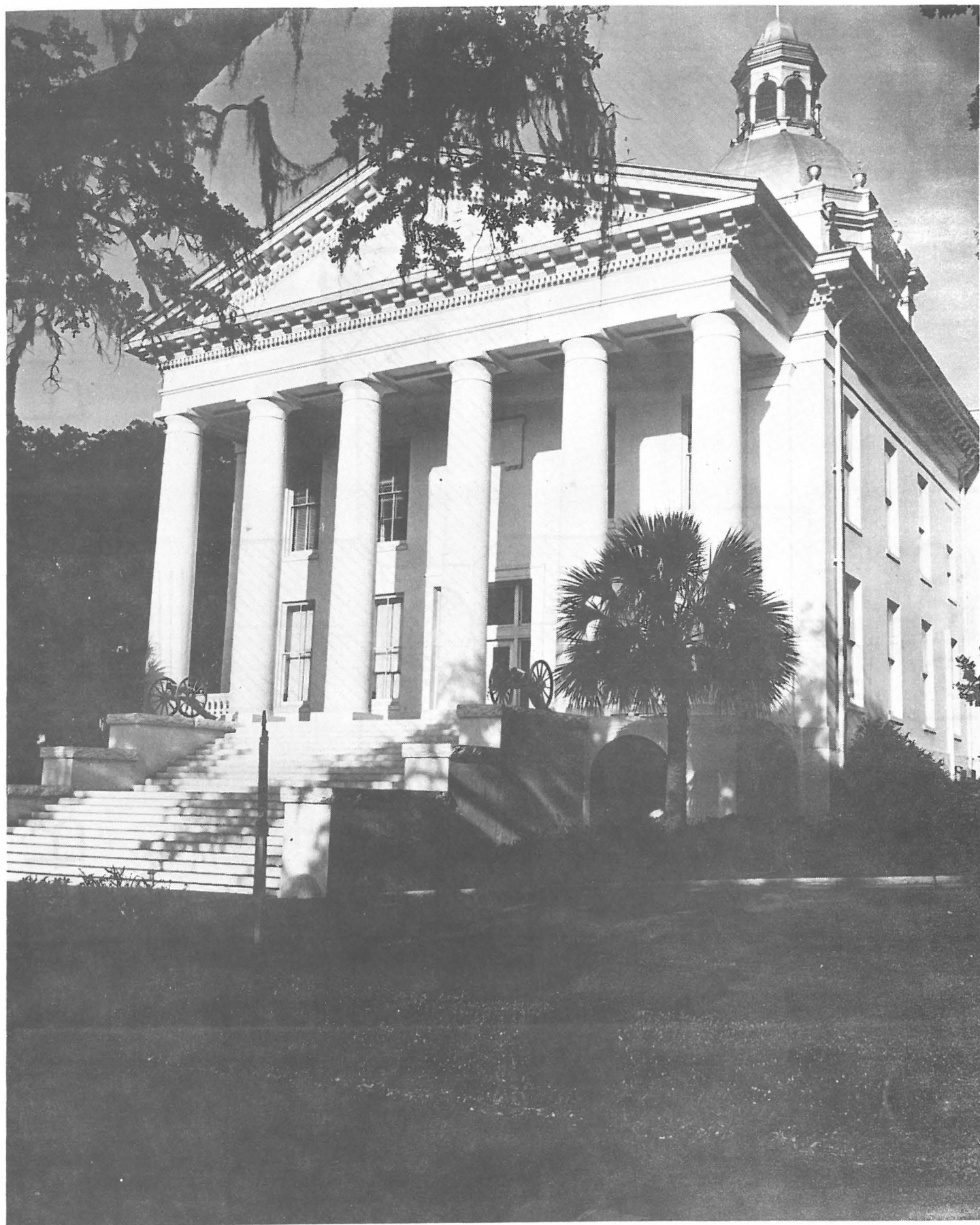
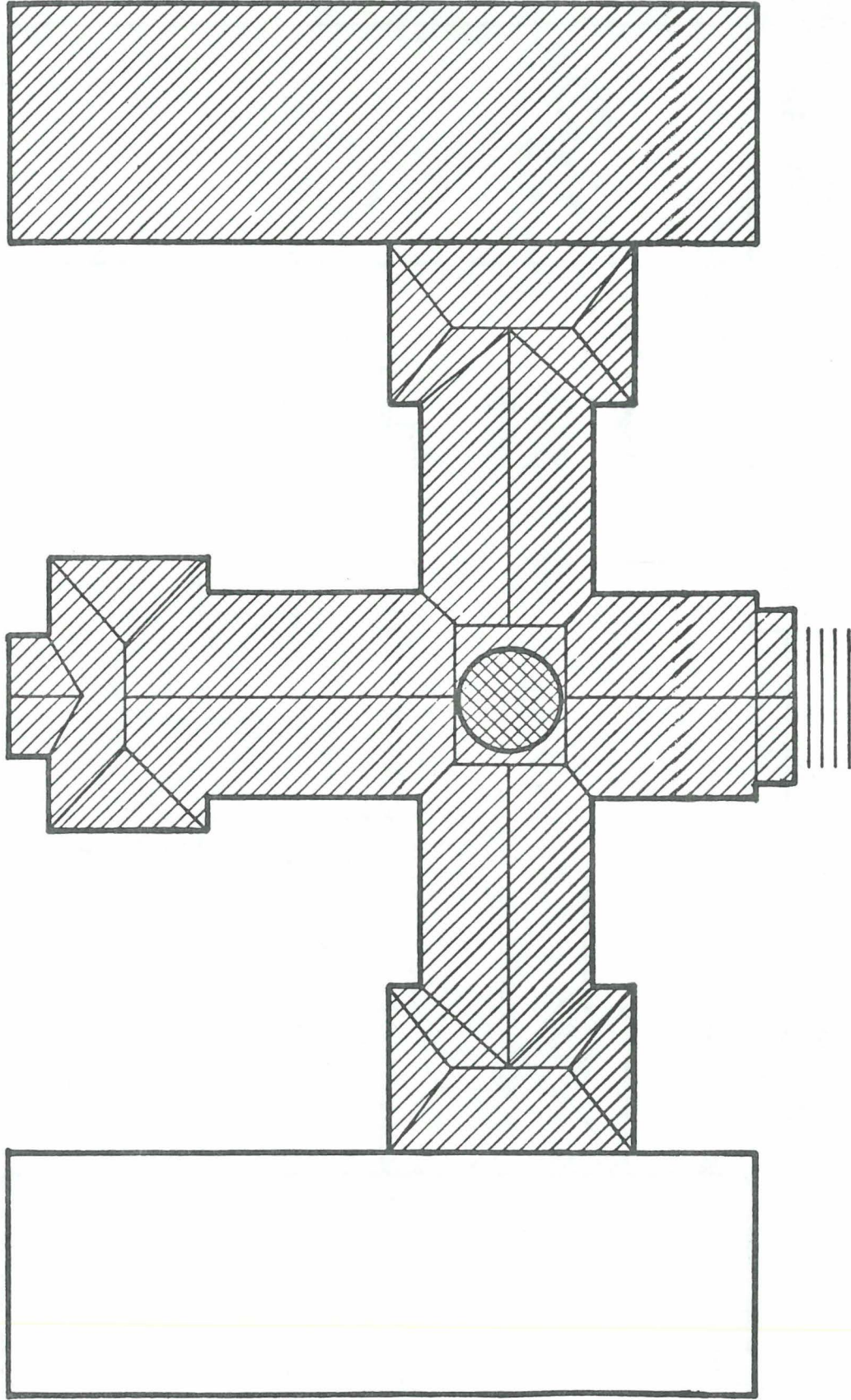
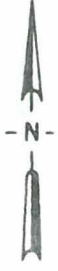


Plate 6. Capitol of 1923, east portico.

1936



FLORIDA'S CAPITOL

F. 1947

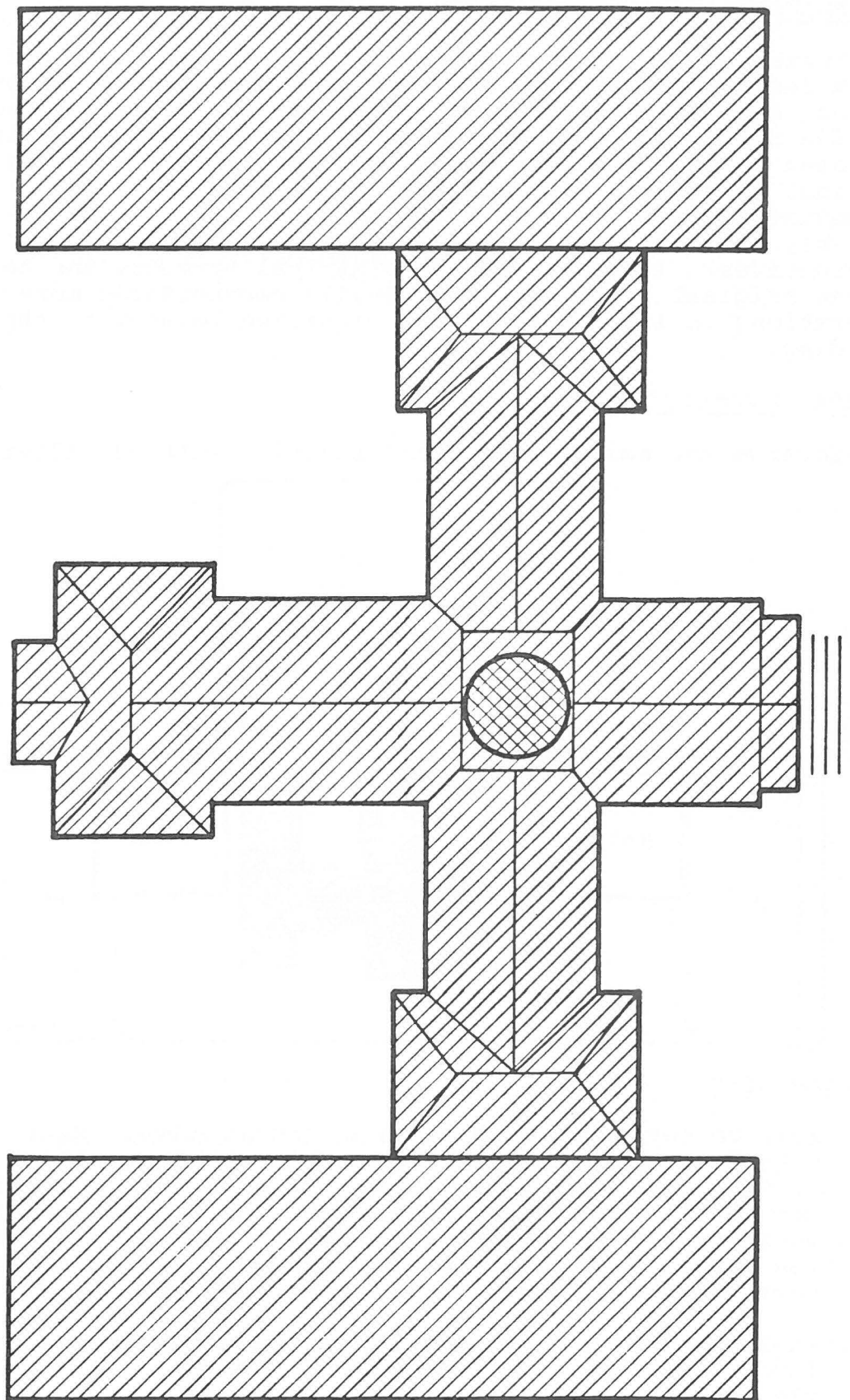
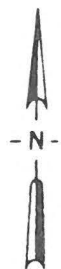
The southernmost wing, which extends out to a point on the east which is approximately flush with the east portico and on the west with the west pavilion, was added. In exterior fabric and ornament it is consistent with the rest of the building. Once again, the building was brought into complete symmetry.

IN RELATION TO THE PRESENT CAPITOL: By 1947 the Capitol was complete as we know it today.



Plate 7. Capitol of 1947.

1947



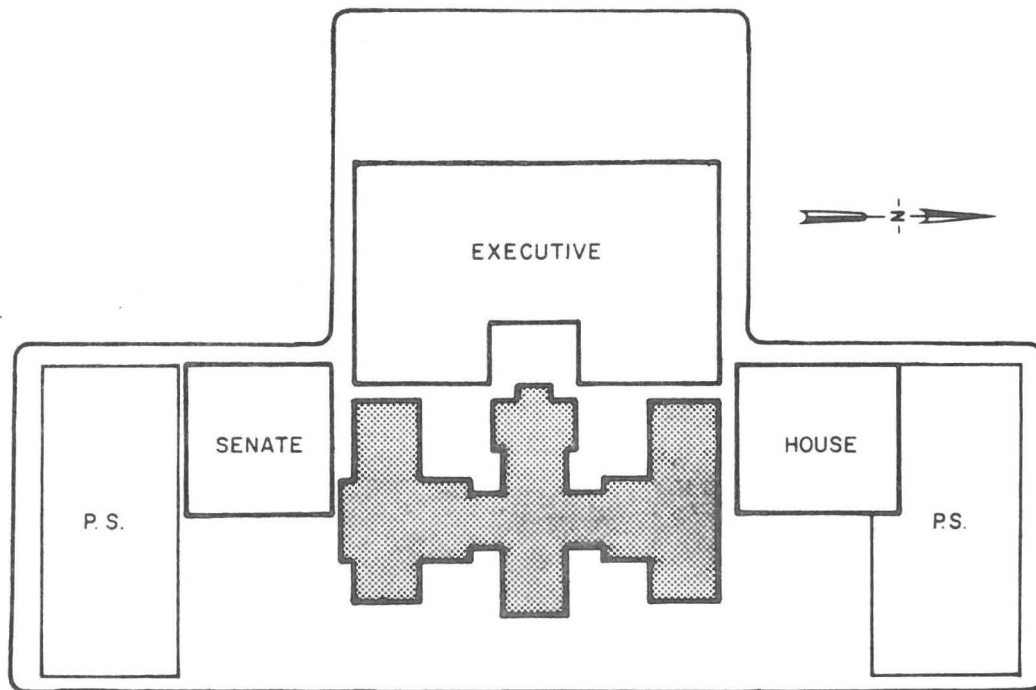
FLORIDA'S CAPITOL

III. ALTERNATIVES FOR CONSIDERATION

After reviewing the available information, the staff of DAHRM feels that both the 1892 and 1902 stages of development are not desirable restoration alternatives. The alterations of 1892 are not adequately recorded, and they represent insignificant changes and intrusions upon the integrity of the original structure. The alterations of 1902 are also inadequately recorded. Furthermore, the 1902 Capitol is probably the most aesthetically awkward of all available alternatives. It destroyed the classical symmetry and balance of the original structure, and finally necessitated more alterations in 1923 to restore a dignified balance to the building.

A. 1947 ALTERNATIVE

Preserve and maintain existing building with all alterations.



ADVANTAGES:

1. Most defensible from historical perspective. Many significant events have taken place and been shaped in Florida's Capitol Building; this history is continuous and not limited to any single period. This alternative would provide a symbol of continuity and a link with the past. As well, it would preserve a record of architectural taste encompassing several periods.
2. Public sentiment both locally and statewide seems to favor preservation of the Capitol Building (with particular emphasis on the dome).
3. No immediate cost above present maintenance expenses.

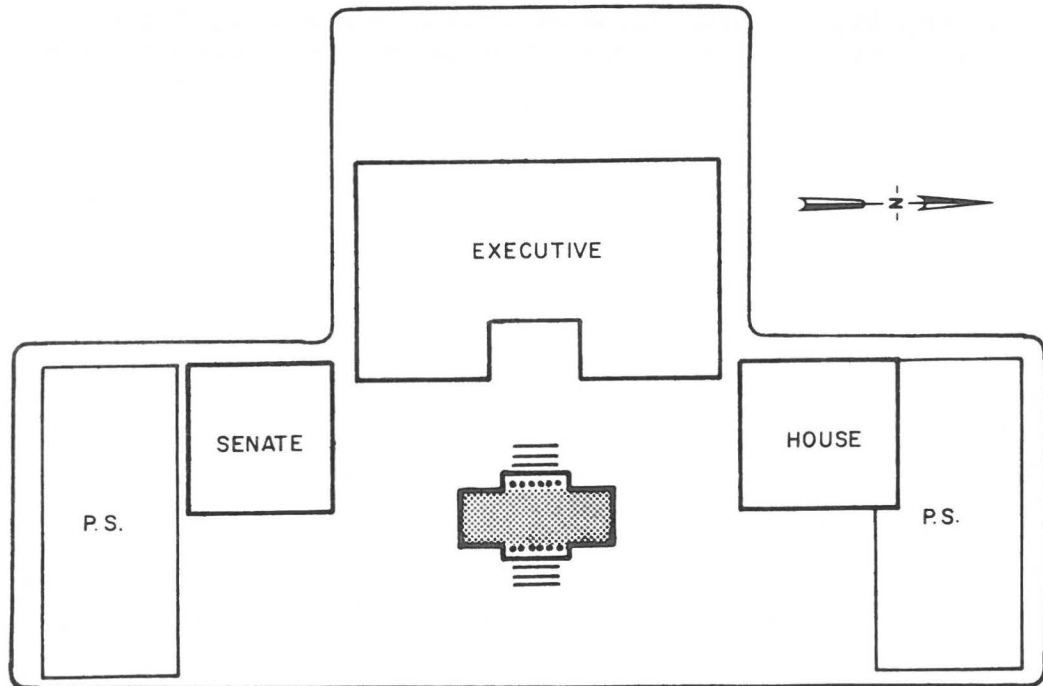
4. Would be of sufficient size to appear integrated with the entire Capitol complex.

DISADVANTAGES

1. 1936 and 1947 wings obstruct light and air circulation to the Stone wings, and present minor functional impediments.
2. Greatest long term maintenance costs.

B. 1845 ALTERNATIVE

Demolish all portions of existing building except fabric surviving from 1845, and reconstruct to 1845 period.



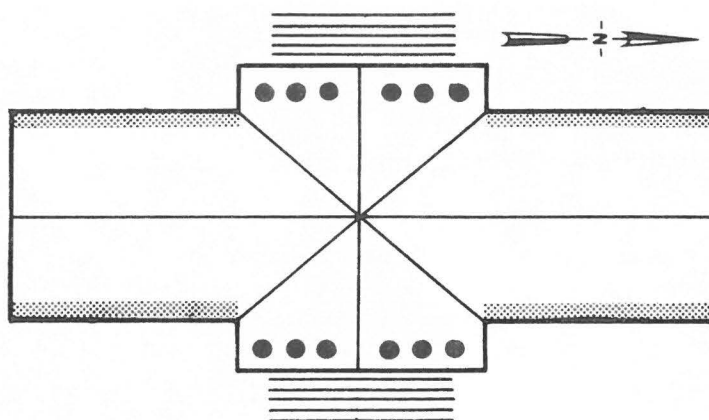
ADVANTAGES

1. Would provide a symbol of Florida's 1845 Capitol Building, a structure possessing dignity and classical balance.
2. Least long term maintenance costs.

DISADVANTAGES

1. Surviving documentation is inadequate to permit an accurate reconstruction of the 1845 building. There are only a few exterior photographs of poor quality dating from 1874 to 1892. There are no extant drawings, plans or complete specifications.

2. Very little structural fabric survives from the 1845 building; much of the surviving fabric would be impossible to save and reuse in a reconstruction (see details of surviving fabric on following page). No original decorative elements survive.
3. Restoration is not possible; almost total reconstruction is necessary with many elements based on hypothesis.
4. Would require loss of substantial portions of the building which date after 1845 and have achieved historical and architectural significance in their own right.
5. Some public sentiment is likely to be in opposition to the loss of the post-1845 portions of the building (with emphasis on the dome).
6. Demolition and reconstruction to the 1845 period is by far the most expensive short term alternative.



 MAJOR SURVIVING FABRIC

The plan drawing above is generalized to show overall extent of surviving structural fabric from 1845 period. Minor differences in the amount of surviving fabric occur depending on which floor is being dealt with. However, almost all of the surviving fabric indicated is structural and would be masked from public view. The east and west porticoes, and the north and south gable end walls are entirely missing. All original decorative elements, windows and doors are missing. All interior details are also missing and no documentation exists to effect their reconstruction. Most of the surviving original fabric would be lost in reconstruction.

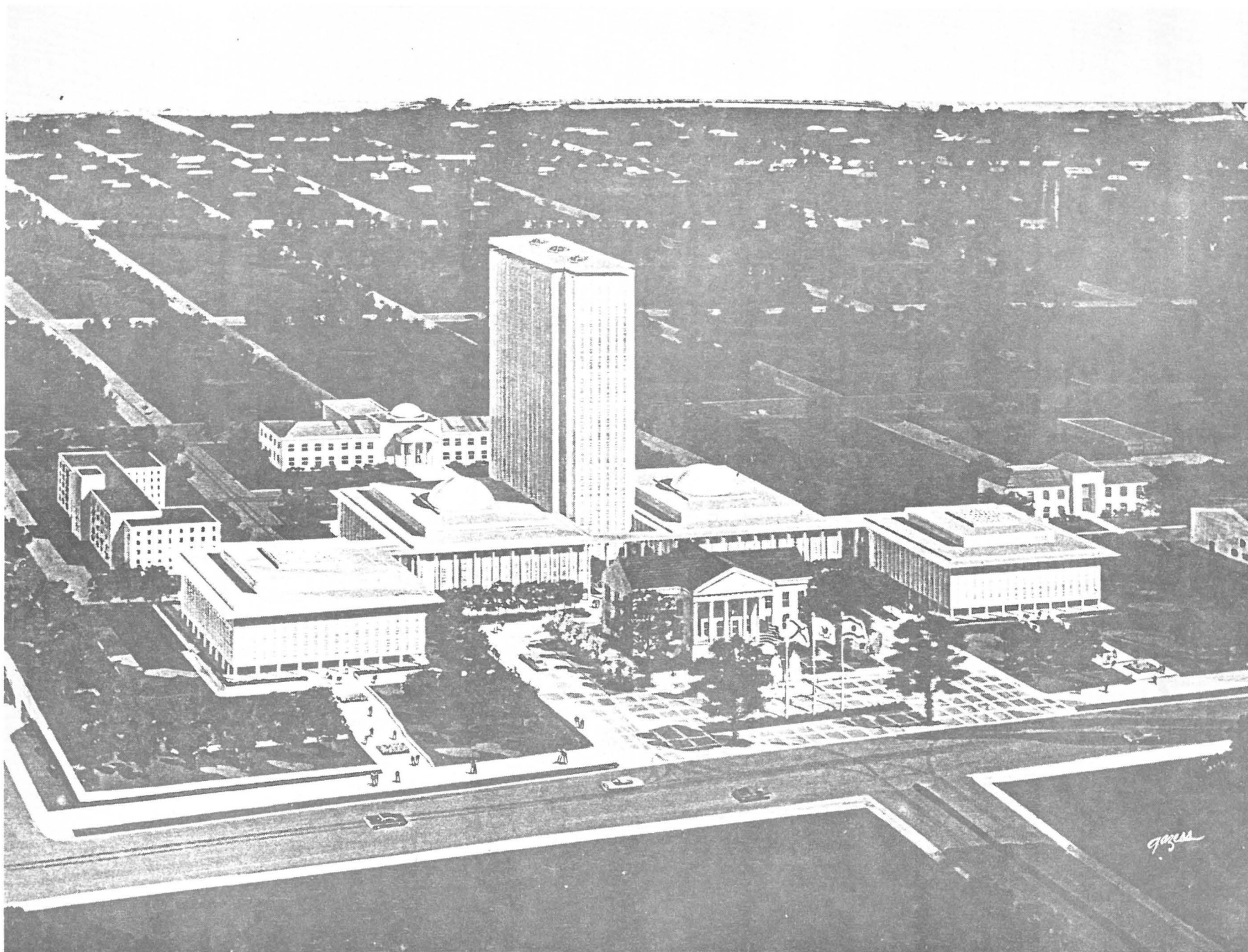
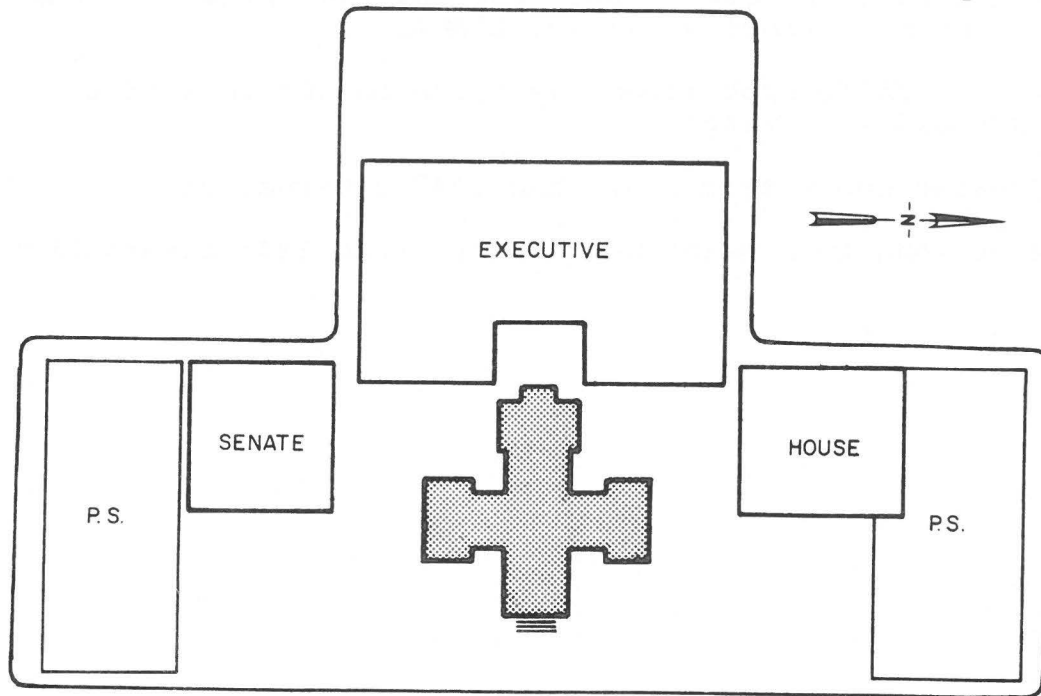


Plate 8. Architect's Rendering, Capitol Complex with 1845 Reconstruction.

C. 1923 ALTERNATIVE

Demolish 1936 and 1947 wings and restore to 1923 period.



ADVANTAGES

1. Abundant documentary, photographic and graphic evidence survives to effect an accurate restoration.
2. With the exception of the end walls of the north and south wings, almost all original fabric survives today.
3. Would present the Capitol Building at a stage at which it achieved a wholeness of conception characterized by dignity and balance.
4. Would preserve substantial portions of the existing building that have significant historical associations dating from the 20th century.
5. Would preserve the work of the 1923 architect, H.J. Klutho. Klutho is one of the few Florida architects to have achieved a national stature.
6. Public sentiment likely to be favorable.
7. Much less expensive than reconstruction to the 1845 period.
8. Would be of sufficient size to appear integrated with the entire Capitol complex.

9. Would remove functional impediments to the Stone wings associated with the 1947 alternative.

DISADVANTAGES

1. Would involve loss of the 1936 and 1947 wings and their attendant historical associations.
2. Minor public opposition may arise to the loss of the 1936 and 1947 wings.
3. Greater short term cost than 1947 alternative.
4. More long term maintenance costs than 1845 alternative.

IV. PRESERVATION OR DEMOLITION: PREVIOUS DECISIONS

The fate of Florida's Capitol Building has been subject to the changing desires of several Cabinets and Legislatures*; however, the growth of state government has been the single most important factor influencing preservation decisions. By the late 1950's, it was obvious that the existing building was inadequate to meet the projected need for executive and legislative office space. Initial estimates in 1959 suggested that an additional 40,000 square feet of floor space was required. Finding a solution to this problem dominated the concern of all committees and professionals directed to study the Capitol Building.

Although several studies have been conducted, a typical case in point is the 1971 Report of the Capitol Evaluation Study Committee. In May of 1971, the Governor and Cabinet, sitting as Head of the Department of General Services, appointed an Ad Hoc Committee to study the feasibility of reusing any part of the existing Capitol in the proposed Capitol Center. The Committee concluded that "the concept of proposing the construction of the new facilities around the perimeter of the existing building and the ultimate removal of all existing buildings is the most practical and most economical ultimate solution." The charge to the 1971 Committee was restricted to structural considerations, cost factors and logistics, with emphasis on the projected need for additional executive and legislative office space. Alternative uses of the existing Capitol were not considered, and the evaluation of historical significance and aesthetics were expressly exempted from their review.

All such studies (including that performed by the Joint Venture of Edward Durell Stone & Associates and Reynolds, Smith and Hill) examined the existing Capitol on the basis of its adequacy to meet projected space needs as either a component in or a base for expanded construction. The solution most frequently investigated involved the construction of a multi-story addition situated atop the existing building. Predictably, it was found that the foundations, wing widths and column spacings were inadequate for that plan. As Joint Venture reported in June, 1971: "Most of these reports agreed that the center section was structurally unsound for incorporation into a major building."

Unfortunately, many have neglected to read that last phrase or its variant as it appeared in other reports, and a widespread impression prevails that the existing Capitol is structurally unsound. In fact, the structural integrity of the building has been examined on only a few occasions, and the findings lead to opposite conclusions.

*A detailed chronology of this decision-making process appears in Appendix C.

During the 1950's and 60's, the Capitol was examined several times in the course of routine maintenance and hazard prevention. In the 50's the Capitol was badly overcrowded and makeshift offices were situated in any available space, including corridors. The reports indicated that "unsafe working conditions" prevailed due to overcrowding, wiring overload, and inadequate fire detection systems. Further mention was made of deficiencies in roofing, air conditioning, paint and other minor matters. In no case were major structural deficiencies mentioned. Most of the mechanical defects noted in early reports have been repaired through continuing outlays in the last 20 years.

In the research conducted to produce this report, only one study was found which dealt with the actual structural integrity of the Capitol Building. The circumstances attending that study are of particular interest. During November of 1973, the Home Insurance Company of Jacksonville, Florida, insured the existing Capitol Building and several adjoining properties against structural damage which might be caused by construction of the new executive tower. Prior to contracting, Home Insurance Company secured the services of Wayne H. Coloney, Inc., Consulting Engineers, to determine existing damages. The engineers' survey report submitted at the time detailed all major and minor structural defects encountered. In general, the building was found to be in good condition for its age. Normal signs of fatigue (loose plaster, stucco cracks, etc.) were listed, but no major defects of an unsafe nature were found. Since a great deal of uninformed criticism has been made of the condition of the dome, the engineers' report on that area is revealing:

Mr. Hall and Mr. Gardner went to the very top of the dome of the center section and nowhere did they notice any decayed or displaced structural members employed in the construction of this section. There had been installed on 4 sides a cross bracing of 3/4" sag rods which have been adjusted by turn buckles and all were in good condition. No ceiling or wall cracks were visible in the center section under the dome on either floor.

The engineer was contracted by Home Insurance prior to any construction work or liability, and the insurance firm's interests would have been best served by the discovery of structural damage. In this light, the engineers' findings are particularly significant. Mr. Coloney has examined the building on subsequent occasions and remains convinced of its good condition. Both Dr. William Murtagh and Mr. Richard Frank, consultants employed in May of 1975 to assess the restoration potential of the Capitol, found it to be well constructed and structurally sound (reports attached in Appendix D).

As indicated, most earlier studies have, from a utilitarian point of view, recommended the demolition of

the existing Capitol. However, in 1971 considerable public opposition to that plan was expressed. In an effort to preserve a portion of Florida's Capitol and, at the same time, to satisfy those who desired a more "traditional" appearance for the new complex, Joint Venture proposed the concept of the restoration/reconstruction of the 1845 Capitol. This concept was first revealed at an informal meeting of the Governor, Cabinet and leading Legislators held at Killearn Country Club on March 15, 1971.

In February of 1972 the Governor and Cabinet, sitting as Head of the Department of General Services, postponed the decision on the restoration of the Capitol until Phase III of construction. In December, 1972, the Governor and Cabinet approved Phase II with specific instructions to the architects to "preserve and protect the architecture, history and character of the existing Capitol." Further provision was made that no Phase II funds should "be used to raze, reduce or destroy any part of the existing Capitol other than the temporary removal of steps and landings on the west side"

In January of 1973, the Governor and Cabinet recommended to the Legislature that \$50,000 be added to the Fixed Capital Outlay budget for engaging a restoration architect to prepare an advance project analysis and cost estimates of funds "to fully renovate and restore the existing Capitol in its truest historical form as Phase III of the Capitol Complex." To date no such appropriation has been made, and no official determination has been made concerning the route for the preservation of the Capitol.

V. RECOMMENDATIONS

If any building in Florida possesses historical significance of statewide dimensions, the Capitol does. Since 1845 it has been the scene of major decisions and events which have shaped the history of Florida. As the times have changed, so has the building, but its essential character has been maintained. According to a two-year study of state capitols conducted by Dr. William Seale and Professor Henry Russell Hitchcock, dean of architectural historians in the United States, the Florida State Capitol is one of the five oldest functioning state capitols in the United States and the oldest in the deep South. The Department of the Interior has listed the building on the National Register of Historic Places as worthy of preservation. The Capitol building provides a tangible link with our heritage and, like our natural resources, the Capitol is a non-renewable resource which if lost, cannot be retrieved.

This building which is a remnant and record of the past has an important role to play in the future. The new Capitol Complex will be crisp, contemporary and will symbolize a break with the forms of the past. However, it is important that visual continuity be provided with the best of the traditions of the past. The juxtaposition of the two buildings will contribute to a pleasing blending of past and present, and add diversity to the cityscape. In their report of June, 1971, the Joint Venture of Edward Durell Stone, et al., makes it clear that there should be no conflict between preservation and contemporary architecture: "The contrast of the delineation of the old and the new is itself a lesson in progress for the span of Florida's emergence as a state to its current status as a major state of the Union."

As indicated in section IV of this report, the Capitol Building is well constructed and structurally sound. Its historical and architectural significance should be clear. In the words of Mr. Richard Calhoun Frank, FAIA, "there really should not be any question of whether or not to preserve, merely a question of what and how." The following recommendations are the product of considerable research by DAHRM and of the examinations conducted by Messrs. Murtagh and Frank.

1845 Alternative - It is strongly recommended that no attempt be made to take the building back to its 1845 configuration. It may be assumed that the fundamental reason for preservation is to bequeath to the future a reliable representation of the past, and this obligation would not be best served by the 1845 Alternative. Only minimal fabric survives from the 1845 building and most of that would be lost in the reconstruction process. The available documentation would not permit an accurate

reconstruction. Furthermore, reconstruction of the 1845 building would necessitate the destruction of major portions of the existing Capitol which have achieved historical and architectural significance in their own right (see Appendix B). The State of Florida would be trading an actual record of history for a highly conjectural replica - a replica that would be more the product of 1975 than that of 1845.

The 1845 Alternative would be far more expensive than restoration at a later period. As well, the final product would be that of a "museum piece" isolated within and somewhat overpowered by the monumentality of the new Complex.

1947 Alternative - The historical associative value of the Capitol Building cannot be restricted to any one period; it has been the scene of a continuum of important events. Furthermore, throughout the various additions and alterations that have expanded the building, a consistent and harmonious architectural idiom has been employed. It follows that the ideal solution, under both historical and architectural criteria, is to keep all of the current building. The stabilization and maintenance of all of the existing structure would be the least expensive alternative in the short run and would insure that all parts of the building's history are preserved without irreparable loss. This alternative should be given serious consideration before any other approaches are taken.

Given the existing situation, however, this alternative may not be the most practical. The old Capitol and the rising new complex are in close proximity; since the design for the new building is almost an accomplished fact, the responsibility for design accomodation must fall on the old building. Both buildings need breathing room for both aesthetic and functional reasons. The wings of the old Capitol which are closest to the new complex are the extreme northern and southern wings built in 1936 and 1947 respectively. These are also the newest and largest wings, and if deletions of existing fabric must be made, the removal of the 1936 and 1947 wings is the most sound decision.

1923 Alternative - The staff of DAHRM and their consultants feel that the most desirable and practical route exists in restoration of the 1923 Capitol. The 1923 remodelling of the building is the earliest stage at which complete archival documentation is available. Sufficient photographs, plans and specifications exist to effect an accurate restoration, including the interior if so desired. With the exception of the north and south gable end walls, most original fabric is still in place; as well, most of the important interior details date from the 1923 remodelling. Since restoration is demonstrably feasible and very little reconstruction is necessary, the 1923 Alternative removes the objections associated with the 1845 Alternative.

Deletion of the 1936 and 1947 wings would return the Capitol to its 1923 configuration. Their removal would provide necessary space between the old and new buildings, and open visual approaches to the new executive tower. While the 1923 Alternative would require a much less expensive initial outlay than reconstruction of the 1845 Capitol, it would also be less costly to maintain than the 1947 Alternative.

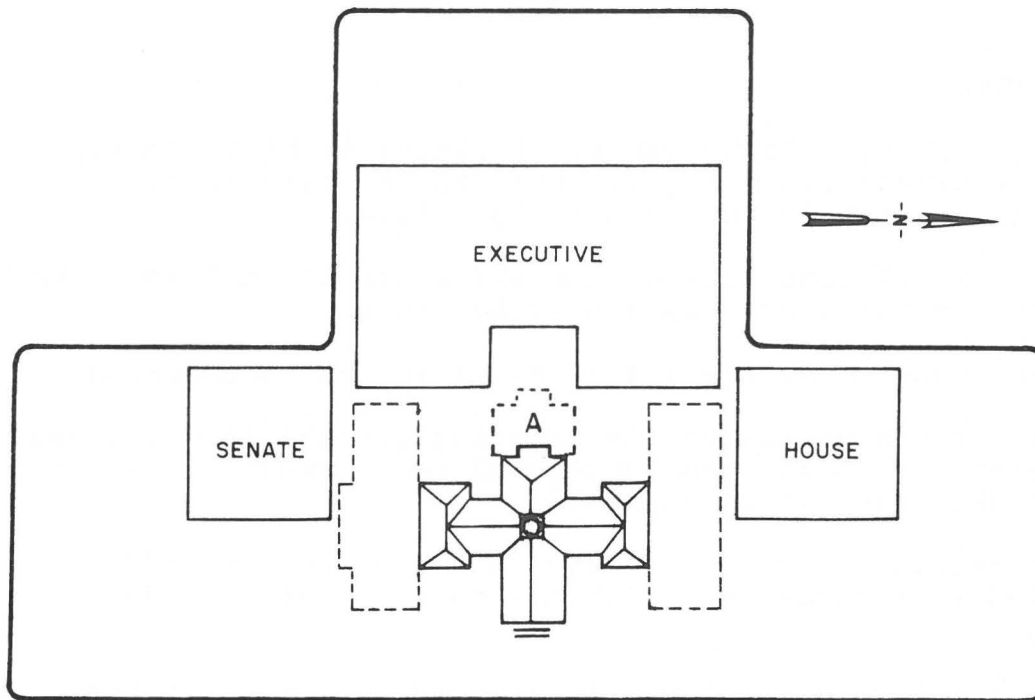
The Capitol as remodelled in 1923 had attained a balance and dignity commensurate with its function. H.J. Klutho, the architect for the remodelling, had expressly attempted to correct earlier design deficiencies. The result was a unified composition that continued the classical character of the earlier building.

Retention of the 1902 dome is particularly desirable. It is a legitimate remnant of period taste and would lend to the Capitol Center an element traditionally associated with the seat of government. As a focal feature, the dome would contribute to the diversity of the Capitol Center. As well, its height would provide a series of "visual steps" to aid in the transition from pedestrian eye level to the tall forms of the new complex. Restoration of the 1923 Capitol will allow a visual separation of the old and the new, but, at the same time, it will be of sufficient size and height to appear integrated with the complex.

One further point of accommodation will be necessary in restoring to the 1923 period. The new executive tower is situated so close to the west wing of the 1923 building that the new entrance court is virtually blocked. Some portion of the 1923 west wing should be removed to allow sufficient spatial separation from and visual approach to the new complex.

Since any deletion of a portion of the west wing will result in a 1975 and not a 1923 product, it is recommended that primary concern be given to a solution which does the least possible damage to the existing Capitol. The most easterly point at which this "amputation" could occur would be at the 1923 stair core. However, when viewed from the west, the resulting facade would probably lack visual support for the dome and it would appear to be leaning toward the open space.

The recommended point for deletion is where the west wing widens a few feet to the north and south. The 1923 pedimented columnar entrance facade should be dismantled and re-erected on the remaining west wing. This solution



A - REMOVE THIS SECTION, RECONSTRUCT PAVILION AT
NEW WEST FACADE

would distort the historical integrity of the 1923 Capitol and should be honestly presented as a necessary design accomodation. However, the newly created space would open up possibilities for visual relationship between the old and the new that would not otherwise exist.

CONCLUSIONS

1. The old Florida State Capitol Building is historically and architecturally significant and its preservation should be of prime concern to the State.
2. The physical condition of the old State Capitol Building, including the dome, appears to be sound.
3. Reconstruction of the 1845 Capitol is not recommended.
4. Preservation of all of the existing Capitol is warranted; however, aesthetic and functional requirements indicate that this may not be advisable.
5. Restoration of the old Capitol Building to the 1923 period is recommended, eliminating the 1936 and 1947 wings.
6. The west 1923 wing should be removed to the point where it decreases in width, opening up the entrance to the new building and unifying the open space between the two buildings. The existing west pavilion should be re-erected on the resulting new west facade.
7. The old Florida State Capitol Building should be considered as part of the new Capitol Complex, not as a separate entity within the complex.
8. Legislative action should be taken to fund an architectural study of the restoration of the 1923 Capitol Building, with cost projections.
9. Legislative action should be taken to provide statutory protection for the Capitol Complex to assure necessary planning for future changes.

APPENDIX A

ARCHITECTURAL HISTORY OF FLORIDA'S CAPITOL

- 1824 Act of Territorial Council provided for one wing of first permanent capitol to be built (excluding log building).
- 1825 \$100 is offered by the Commissioners of Tallahassee for a plan of the Capitol.
- 1826 A petition was presented to the Territorial Council by John W. Levinus, a local contractor, concerning the erection of a public building in Tallahassee.
- 1828 Agitation for the enlargement of above; Benjamin Thornton contract for roof and wells-not paid.
- 1832 Work halted; litigation begun which went on for years.
- 1839 Governor Richard Keith Call announces a plan wherein the sale of State lands would finance the construction of a capitol. The U.S. Congress appropriates \$20,000 for a new state house.
- 1840 Construction begun.
- 1841 New building. Two-thirds ready when funds ran out, added congressional appropriation needed, but not voted, 1841-42.
- 1843 Legislative Council ordered Commissioners of Tallahassee to roof uncovered portion, completed by June, 1845.
- 1845 Building completed.
- 1872 \$1,000 spent on repairs.
- 1874 Earliest photograph of Capitol extant. Shows brick exterior faced with stucco or cement and scored to look like ashlar masonry. Shows white picket fence and shutters on windows.
- 1875 Tornado does much damage to Capitol.
- 1879 West portico replaced and east repaired. Grounds landscaped. Slate roof damaged in tornado now replaced with tin.
- 1882 Barbour, Florida..... "At one end of the city stands the State House, a large and very plain brick structure painted a light color, with a front and rear portico..."
- 1891 July 4, Weekly Floridian. "Florida's State Capitol is to be placed in thorough repair. The contract has been awarded to

Messrs. Gilmore and Davis, the well known contractors and builders of Tallahassee, and they will soon have the building in first class condition. The contract calls for a new roof, two new rooms in the upstairs lobby, the stairs are to be replaced, the walls of the halls and rooms are to be Kalsomined, etc."

- 1892 Front stairway is now a simple rectangle rather than flared at the base. Balusters and banisters are now decorative. Fence gone. Brick work under east stair replaced by wood lattice. Cupola first appears in 1892 photograph.
- 1899 First floor shutters removed and replaced with awnings.
- 1900 Agitation for removal of Capitol. Referendum of White Democrats in November, 1900 leaves capitol in Tallahassee.
- 1901 Gov. W. S. Jennings address to Legislature on April 2 recommends appropriations to improve, need for more office space. Legislature should choose between 1) additions or wings 2) new separate building. Gov. prefers #1 and suggests a \$75,000 appropriation. Laws of Florida, 1901, Chapter 4893 (no.9) "An Act to Provide for the Enlargement and Repair of the Capitol building and making an appropriation for such purpose." Approved May 24, 1901.

Capitol Improvement Commission created

North and South wings and dome added to the building. Architect, Frank P. Milburn; Contractor, J.E. Parrish. Total expenditure, \$74,728.27.

- 1899-1921 Window over east doorway removed.
- 1905 Governor Broward recommends further additions to the Capitol.
- 1921 Windows are now 2/2 double-hung sash, balusters replaced, different transom and sidelights around east entrance. Governor Hardee recommended further additions.

Laws of Florida, 1921, Chapter 8422 (no 27)

An act to provide for the enlargement, appropriation and repair of the Capitol building, and making an appropriation for such purposes. Appropriation of \$250,000. Architect, H.J. Klutho of Jacksonville.

May 2-State Treasurer, John C. Luning, testified before a joint Appropriation Commission that the expanded Capitol would allow executive departments to be housed under one roof.

August 8-Board of Commissioners of State Institutions adopted Klutho plan suggesting "that it would add at least eighty percent more space to the present building and the structure will look more like a Capitol than does the present building."

August 9-Klutho contract filed.

Present East portico replica of original under which governors were inaugurated; west portico omitted to make room for larger house chambers.

December 12- Contracts awarded to Parker and Yeager of Tallahassee for general construction.

1922 September 8-Minutes of the Board of Commissioners of State Institutions, Book G, page 143. A motion was made and passed authorizing "a new ceiling in the rotunda and sky light to take the place of the present metal ceiling and dome at a cost approximating \$4,600." (This refers to the ceiling of the dome not to the dome itself.)

APPENDIX B
ISSUES AND EVENTS ASSOCIATED
WITH THE CAPITOL 1902-1975

1901-1902 STATEHOUSE

Governors

Issues and Events

W.S. Jennings
1901-1905

- state primary election system brought into use
- reclamation of the Everglades

Napoleon Bonaparte Broward
1905-1909

- reclamation of Everglades
- reorganization of higher educational institutions
- bill to build executive mansion in use until 1957
- reforms at Chattahoochee mental institution
- beginning of good roads

Albert Walker Gilchrist
1909-1913

- public health legislation
- support of roads and drainage
- advertising of Florida

Park Trammell
1913-1917

- law to control money spent on election campaigns
- programs to strengthen control of railroads, corporations, etc.

Sidney J. Catts
1917-1921

- era of divisive state politics
- road building
- prohibition issue
- compulsory school attendance
- regulation of business
- World War I

1923 STATEHOUSE

Cary A. Hardee
1921-1925

- reapportionment of legislature
- livestock controls
- outlawing leasing of convicts to private interests
- prohibition of state income tax

John Wellborn Martin
1925-1929

- highway construction
- Boom time governor
- educational improvements
- conservation issues

Governors

Doyle Elam Carlton
1929-1933

David Sholtz
1933-1937

Frederick P. Cone
1937-1941

Spessard Holland
1941-1945

Millard Fillmore Caldwell
1945-1949

Fuller Warren
1949-1953

Daniel Thomas McCarty
1953 (died after 9 months)

Charley Eugene Johns
1953-1955

LeRoy Collins
1955-1961

Farris Bryant
1961-1965

Haydon Burns
1965-1967

Issues and Events

- collapse of land boom
- depression and relief
- hurricane
- fruit fly pest problems
- legalized paramutuel betting as state revenue

- measures for relief of depression
- state welfare
- application of federal relief programs
- 1935 hurricane problems

- driver licensing
- increased aid to schools
- much debate on tax issues

- World War II issues
- establishment of Game and Fresh Water Fish Commission
- tax reform
- welfare
- roads

- development of the Capitol Center
- support of tourism
- expansion of state institutions

- highways
- tourism promotion
- citrus, reforestation, cattle industry improvements

- reinstatement of office of lieutenant governor

- highway construction
- prison reform

- education
- civil rights
- tourism and attraction of industry to Florida

- education
- water control projects
- tourism and business expansion
- racial issues

- tax reform
- industrial development
- outdoor recreation
- constitutional revision

Governors

Claude Kirk
1967-1971

Issues and Events

- constitutional revision
- reorganization of the executive department

APPENDIX C

PRESERVATION OR DEMOLITION: CHRONOLOGY OF PREVIOUS DECISIONS

- 1959 House Bill 246 (Laws of Florida, Chapter 59-274)
Created a Capitol Building Commission, appointed by the Board of Commissioners of State Institutions from citizenry; biennial appointments of nine men.

Formed "with the view toward determining the most expeditious, efficient, and economical manner of providing for the rebuilding of the central portion of the capitol or the development of a new capitol structure."

Should consult architects and otherwise collect information and prepare a report due January 1, 1961.

(Commission renewed HB 541 [Ch. 61-200] and HB 600 [Ch. 63-406]).

- 1963 House Bill 600 (Ch. 63-406)
Legislature instructed Capitol Building Commission to begin planning for the alteration of the center section of the Capitol.

"This Committee conducted a comprehensive study of the immediate space requirements as well as projected needs to 1978. This survey showed that within the existing dimensions of the Capitol, there would be a shortage of 40,000 square feet just for the executive offices alone and that the space needs of the Legislature would be of such demanding proportions that it would require building the center section of the Capitol into a high-rise building or constructing a separate Legislative facility. The Committee felt the Capitol should retain its historical proportions and recommended a separate facility for the Legislative branch."

A copy of what appears to be the 1963 report of the Capitol Building Commission was located (undated, unsigned, etc.) In addition to the above, it recommends: (1) funds be provided for urgent repairs to Capitol (roof, fire safety features, etc.) and suggests two alternatives for providing executive and legislative facilities: a multistory section in place of current center section of Capitol or renovate/rebuild center section with historical proportions (preferred).

- 1965 House Bill 600 (Ch. 65-262)
Created a permanent Capitol Center Planning Committee.

1967 House Bill 908 (Ch. 67-532) -- amendment to Statue 272.121 of Board of Commissioners of State Institutions

Provided for a planning and architectural advisory council for the Capitol Center Planning Commission.

Nov. 21-First meeting of the Planning and Architectural Advisory Council from minutes:

"In 1959. . . need for more space was recognized. The foundations in the center section of the Capitol would not stand the load." Later discussion mentions "imminent improvements already underway in the Capitol Building itself."

State Board of Administration approved legal and fiscal sufficiency of an issue of \$10,000,000 Florida Development Commission and State Board of Administration State Building Revenue Bonds, Series L, dated October 1, 1967.

1968 Sept. 10-Report of the Planning and Architectural Advisory Council.

"The present plan for expanding the Capitol should be abandoned. [This is plan to remove a portion of the central section of the Capitol and build a high rise on top of it.] It is a makeshift proposal totally unrelated to the principles of planning and architecture."

"The Legislature should start behaving as an enlightened client and seek professional advice. The political process has badly served the physical needs of government and the esthetic environment of Tallahassee."

Dec. Ed McClure on request of CCPC assembled list of architects for job of building legislative addition; he screened 28 applicants, 8 finalists were interviewed by CCPC on December 10-11 and since there was a tie, Edward Durrell Stone's firm and that of Reynolds, Smith and Hills were selected (to function as Joint Venture).

1969 March 3-Contract with Joint Venture.

1969 June 18-In letter to Bob Brown, General Services, Joint Venture recommends: (1) the existing Capitol Building is inadequate for the near and distant future and should not be considered as a permanent element in the design; (2) expanded site to allow a building complex be provided.

1969 July 1-Governor and Cabinet no longer sit as Board of Commissioners of State Institutions; after July 1, matters concerning the Capitol were discussed by Governor and Cabinet sitting as Head of Department of General Services.

This was a result of the Reorganization Act which transferred duties and responsibilities of Board in regard to building construction to General Services.

1969 Sept. 16-Governor and Cabinet, sitting as Head of General Services, at a special meeting, approved Phase I (Legislative Facility) of a proposed Capitol Center Complex, and authorized the architects to proceed with development of architectural plans for Phase I with funds available (\$10,000,000).

1971 Feb. 17-Dept. of General Services requested guidance from Governor and Cabinet on proceeding with planning for the next phases of the Capitol Complex.

March 15-As a result of the above request, there was an informal meeting at Killearn Country Club (no records kept) of Governor, Cabinet, leading legislators and representatives of JV to discuss the entire Capitol Center Complex problem.

Information on the meeting comes from a letter from JV to General Services (dated April 2): concept of maintaining the original Capitol in middle of mall presented.

May 11-At cabinet meeting on this day, members approved, by a 4-3 vote, the original "Stone Planning Concept" (high-rise executive tower) for Capitol.

May 18-Governor and Cabinet sitting as Head of General Services appointed Blue Ribbon Committee to reexamine the questions concerning the use of the Capitol as a base for or as a component of a larger building.

June 10-Joint Venture presents project analysis for new Capitol Center and recommends a three phase program: (1) legislative wings construction; (2) executive tower construction -- both of these phases produce buildings separate from existing Capitol; and (3) restoration of some portion of the original Capitol and landscaping of area.

Aug. 3-Blue Ribbon Committee report presented; they concluded that it was not feasible to use the existing Capitol as a base for or as a component of a larger building and only use of existing Capitol recommended was use of small original area if desired for historical purposes; should continue with concept of building new facilities around perimeter of existing buildings.

Nov. 16-Governor and Cabinet sitting as Head of General Services adopted Blue Ribbon Committee report unanimously.

1972 Jan. 31-Governor and Cabinet sitting as Head of General Services reaffirmed the appointment of the Joint Venture firms as architects and granted authority to negotiate design contract for Phase II of the Capitol Complex (executive tower) and also reaffirmed the Stone concept (high-rise executive tower).

Feb. 15-Governor and Cabinet, sitting as Head of General Services, approved Scheme I (high-rise executive tower) of three schemes presented by Joint Venture and also postponed decision on restoration of original portion of the Capitol Building until Phase III.

May-The Legislature endorsed the "Stone Plan" and provided a general revenue appropriation in the amount of \$25,000,000 for constructing future phases of the Capitol Center Complex.

Dec. 12-The Governor and Cabinet sitting as Head of General Services granted consideration and approval of Phase II of the Capitol Project (construction of the high-rise executive tower) with authority to proceed and let contracts under this approval, based on an agreed design concept that will accomplish the following:

(1) provide contiguous but separate executive/legislative facilities as depicted generally in rendering "A" dated Dec. 12, 1972, and (2) preserve and protect the architecture, history and character of the existing Capitol.

No funds under this authority shall be used to raze, reduce or destroy any part of the existing Capitol other than the temporary removal of steps and landing on the west side of the Capitol. . . during construction of Phase II.

1973 Jan. 3-Governor and Cabinet as Head of General Services recommended to the 1973 Legislature that \$50,000 be added to Fixed Capital Outlay budget for engaging an architect-historian/historical preservationist to prepare advance project analysis and cost estimates of funds "to fully renovate/restore the existing Capitol in its truest historical form as Phase III of Capitol Complex."

APPENDIX D
REPORTS AND RECOMMENDATIONS OF
HISTORIC PRESERVATION CONSULTANTS

Report on the Florida State Capitol Building

One must begin any consideration of the existing Florida State Capitol Building on the premise that associative values or history, as it relates to any extant structure, ceases only with the destruction of the building in question. Thereafter, only the invisible historicity of site association survives. Preservation is therefore a non-repetitive process of non-renewable resources. Once destroyed, the decision is final. Any subsequent decision by later generations to reconstruct only produces a full-scale model of that which has disappeared and no amount of money, research, or talk can ever make a reconstruction more than a replica model of a totally lost entity.

All subsequent statements made in this report are made, and must be accepted, within the framework of the above philosophy. It therefore follows that the ideal solution, under the criteria of associative values (history), is to keep all of the current capitol building since history is still being made within its walls.

Considering the building on the basis of the extant fabric (i.e., its architecture), four portions of the original 1845 building, survive on two facades, two portions per side flanking the central east-west projections on both of the long sides of the structure. The 1902 refurbishing added the important visual evidence of the dome, a balustraded parapet at the eave of the roof, and a denticulated projecting cornice, providing a visually unifying element for the projecting wing additions with the original 1845 portions of the building. Likewise, the size, scale and rhythm of the fenestration in these new wings respected the size, scale, and rhythm of the fenestration of the earlier portions of the structure. These unifying elements continued to successfully serve the aesthetic composition of the building when the projecting east-west wings and new porticos were added in 1923. Furthermore, the northernmost wing of 1936 and the southernmost of 1947 continued an aesthetic consistent with all previous enlargements to orchestrate the design as we see it today. Through each of these successive stages, including minor additions in 1892, not previously mentioned, no major stylistic departures have been made from that laid down by the original design of 1845, i.e., the classic style has been followed and survived at each stage of construction. It therefore follows that all elements of the existing capitol building, consisting as they do of an accrual of additions in the classic style, much in the nature of our Nation's Capitol, are stylistically compatible, providing a harmonious stylistic continuum which functions as a single total design product. It further follows that the ideal solution, on the basis of an architectural criterion, is to retain all of the current capitol building, as it has expanded, in harmonious stylistic additions to the earliest section of the building. Thus, valid preservation philosophy, couched in terms of

the basic criteria of history and architecture, demand that consideration of the retention of the entire existing fabric be given serious and thoughtful consideration by all decision makers in a position of authority before any other approaches are considered.

Given existing conditions, the framework within which the building must also be considered, however, relates to the rising new capitol complex in close proximity to the existing building which forces alternate considerations if the building, or a portion thereof, is to continue to provide present and future citizens of the State the same sense of root, foundation, and growth which it has in the past. On the basis of archival documentation and extant fabric, the period of the 1923 renovation is the soundest basis upon which to base any judicious deletions of the fabric which may be considered necessary to create acceptably aesthetic spacial relationships between the existing building and the new complex. The 1923 fabric, including earlier fabric, is simply there as indisputable evidence. If deletions must be made to the existing structure to satisfy the needs of the new relationships of the existing building to the new complex, the 1936 and 1947 southernmost and northernmost wings are not only the most recent but the largest and among the physically closest to the new structures. It can therefore be argued that their removal would not only free the constricted space which the new buildings now make with the western ends of these wings, but such action would also free and open up a visual relationship with the new tower which cannot otherwise exist. Further, it would tend to accentuate the type of rich juxtaposition of styles and periods of a dimension Americans consciously or subconsciously find so attractive in European urban areas where the span of centuries is given life, embroidered by building legacies of a varied past, in the present.

The main tower of the new complex has been sited so close to the western wing of 1923 as to allow no alternative but to change this part of the current capitol. Since any change will distort the building at any point in time reflecting its past existence and create a configuration for the building which can only reflect 1975, that change which would appear to do the least damage to the historic structure would seem to suggest removal of the 1923 pedimented columnar entrance facade, demolition of the west wing to the existing 1923 stair element and re-erection of the 1923 facade, with a vestibule, just west of this existing stair. This proposal is predicated upon the supposition that the 1923 House of Representatives, which occupied the second floor of this west wing, cannot be reconstructed to full scale if the west wing is to be pulled back far enough so as not to constrict the space and entrance area of the Executive Tower. It should be recognized that either solution creates a 1975 configuration for that portion of the building which never existed previously. The proposed solution of demolishing this wing to the stairwell and

re-erecting the west facade does provide ample space between the new tower and the existing capitol, a platform from which ceremonial functions can be conducted before the Executive Tower and does no violence to the approach facades of either the existing capitol (east side) or the building under construction. It should be noted that this latter proposal is not deemed a necessarily happy solution but, by the process of elimination, the only solution which creates the necessary space between both buildings which will do justice to both structures while keeping all other parts of the capitol as it had evolved to 1923 essentially inviolate. It is the strong professional opinion of this consultant that no attempt should be made to take the building back to its 1845 configuration. The lack of sufficient archival documentation and the paucity of original remaining fabric renders such an attempt grossly conjectural and blatantly 1975, not 1845. The building as it evolved to 1923 is there. It consists of original fabric created through the years up to and including that period. It is indisputable evidence.

According to the two-year study of State capitols carried out in the name of the Victorian Society in America on a grant from the National Endowment for the Humanities by Professor Henry Russell Hitchcock, dean of architectural historians in the United States, and Dr. William Seale, social-intellectual historian currently making a film for the White House Historical Association, the Florida State capitol is one of the five oldest functioning State capitols in the United States and the oldest still functioning State capitol in the deep South.

The vogueish reverence to equate progress with demolition imprisons us in the present, destroys the past, and distorts the future.

William J. Seale
May 15, 1975
Consultant

FLORIDA'S STATE CAPITOL
Historic Preservation Issues

prepared for
Division of Archives, History
and Records Management

20 May 1975

INTRODUCTION

On 2 May 1975, Robert Williams, Director of the Division of Archives, History and Records Management, contacted Richard C. Frank, FAIA, of PRESERVATION/URBAN DESIGN/INCORPORATED, and asked him to serve as a consultant on architecture and preservation matters concerning Florida's Capitol Center. Mr. Frank traveled to Tallahassee on 16 May 1975 to inspect the buildings and discuss present circumstances with Mr. Williams and Mr. Rodney Little, State Historic Preservationist. This brief report outlines impressions of the visit and sets forth how the preservation of the old State Capitol Building should be considered as a vital element in the continuing development of Florida's seat of government.

A concern for the future of our nation's historic resources has grown rapidly in the last few years, particularly because of the increasing rate at which our nation is changing. One cannot question that there will be change. There is a continuing need to strive for improvement. But how this change takes place will determine the quality and the character of man's future life and surroundings.

It must be recognized that significant buildings of past generations have an important role to play as a part of change. They offer a physical thread of continuity which is our heritage. The blending of the past with the present is essential to establish a needed richness in the living fabric of our contemporary world.

When considering a historically significant landmark, one should not be forced to make a choice between old and new. Both are essential. There need be no conflict between preservation and contemporary architecture. All architecture is a product of its own time and it is necessary that each generation have the opportunity to express its own unique qualities. Preservation of significant buildings of all generations is necessary for the survival of architecture as an art form.

The process of change is affecting Florida's old State Capitol Building in a dramatic and irreversible way. Although its significance is immediately evident, the future of the building is apparently in question. To aid in this preservation issue, this report attempts to set forth the building's value in a rational way; establish the parameters of an appropriate preservation philosophy; analyze preservation alternatives; and offer resulting conclusions.

DETERMINING A PRESERVATION VALUE

It is felt that the value or significance of a building can be established in an objective manner by reviewing four qualities: associative history, artistic merit, physical condition and environmental setting.

History - the historical significance of a building is based upon the importance of what happened there. No one can deny the importance of what goes on in a state capitol building. If one projects back to 1845, when the building was first used, there has been a continuum of decisions which when taken all together, have shaped the State of Florida as it is today. The old State Capitol Building is probably the most historically important existing building in the entire state.

Artistic Merit - the original building was constructed in the Greek Revival style. Although somewhat modest, it was straightforward and dignified. Its design, through five major periods of addition and alteration, has remained true to this original motif, although a continuing effort has been made to embellish and "update" classical elements. Probably the most dominant change occurred in 1923 when additions and existing fabric were joined into a unified composition. Later additions faithfully followed this lead and established the building as it now appears. The result today is an interesting example of how a building's mass can grow, but the essential character be retained.

Artistically the building must be judged in its entirety. It has been transformed from rather puristic Greek Revival in 1845 to Classical Revival in 1975 in the face of rather flamboyant changes in stylistic taste during intervening years. It is a unique statement of how change can be handled in a

manner compatible to original stylistic concept. Florida's old State Capitol Building represents artistic efforts of high quality.

Physical Condition - from one visit it is not possible to be conclusive in judging a building's physical condition. However, having evaluated literally thousands of buildings with a trained eye, a fairly creditable judgement can be made. This building has been well constructed and is structurally sound.

Specific attention was directed to the dome which was inspected in some detail. No evidence of movement or decay was apparent. Although exterior material and detail may require maintenance, the dome appears to be structurally sound.

Environment - the preservation value of a building should be based on more than the building itself. The "place" where the building is can either add or detract from its associative and physical values. The fact that the original Capitol was skillfully placed on a high point of ground has resulted in the building having the elevation it needs with respect to its present surrounding cityscape. Whether the street plan existed before the capitol was built, or is a result of it, is immaterial. The east-west axis of the building located on the center line of a major boulevard lends a desirable degree of dignity and importance. The projected plaza to the east will agreeably increase these desirable qualities. The relationship of the building to the site and the site to the building is one of good aesthetic and environmental quality.

The advent of the new Stone buildings dramatically changes the environment to the west. As these impose a new set of mass and scale relationships on the existing building, they will affect preservation considerations. This is discussed later in this report.

Conclusion - considering the above four qualities together, it can be seen that the preservation value of Florida's old State Capitol Building is extremely high. There really should not be any question of whether or not to preserve, merely a question of what and how.

ESTABLISHING A PRESERVATION PHILOSOPHY

To preserve any building means that one must intervene in its life process. The problems of the degree of intervention required to save the old State Capitol Building confronts us with a host of intricate questions ranging from philosophical to practical.

In a puristic sense, if a building is historically significant, no later or presupposed less important elements should be removed, and no earlier or presupposed more significant elements should be restored or reconstructed. The only form of intervention should be that of maintenance necessary to insure its physical integrity.

Is this the correct time to dramatically intervene in the life of this building - to force it into a frozen state forever? Apparently it is! Recent decisions and the resulting new construction forces us to this conclusion.

If the building's traditional function - that which has given it historical significance - ceases, it can have no continuum of significance. Then the building will be preserved as an artifact, rather than as a living entity. If such is the case, it would not seem to be particularly important how it is used. If its historic function is removed, then perhaps only the exterior fabric is of prime importance. Its ultimate cultural objective, then, is its meaning - to represent to present and future generations a solidity and strength of the development of their state as a continuum of history.

Considerations for future functions could therefore include anything which would not degrade or be detrimental to a desirable level of solemnity. It could be continued in office use (as it is now); it could be adapted for another use which would be of more interest touristically (such as an art gallery or a museum); or its interior could be restored to the precise status of 1923 when the complete legislative and executive functions of the state took place within its walls (such as has been done in Springfield, Illinois with that state's old capitol building). This latter alternative could only be justified if it were felt that the result would be a significant and

meaningful tourist attraction (as it has proven to be in Illinois) and if it would be worth the obvious high cost. It can be readily seen that the cost of the three alternatives vary dramatically.

ANALYZING PRESERVATION ALTERNATIVES

Based on these complex and sometimes conflicting philosophies, how then should one arrive at conclusions regarding the correct degree of intervention with the Florida's old State Capitol Building? A brief analysis of each of the major development periods should set forth the final clues.

1845 - very little of the exterior and virtually none of the interior of this building remains. In addition it is understood that little documentary evidence is available to substantiate the detail of that which is now gone. Therefore an attempt to go back to the original building would be ill-advised because of the high degree of conjecture necessary to accomplish such a restoration or reconstruction.

1892 - the only change to the original building at this time was a change in roof material and the addition of a cupola type wooden dome along with revised detail on the east portico. As these changes were relatively minor, the same reasoning as noted above relates to the use of this time period for preservation.

1902 - at this time the cupola was replaced with the present dome and the first enlargement of the building was accomplished with additions to the north and south. The detail of the cornice was embellished which resulted in the first attempt to improve the Greek Revival detail to neo-classical. As the east and west porticos and the building interior had at this point not been changed to what they are now, it is not advisable to use this date as the period for preservation, although the dome and additions should undoubtedly be preserved.

1923 - finally the original east and west porticos were removed and major additions extended from the original building in these directions.

Also it is understood that the interior was completely remodeled and represents the status of the interior of the building as it now exists. This date saw the entire building coordinated into a unified composition and with the exception of the newer north and south wings, established the building as it can be seen today. This is therefore the period recommended for preservation.

1936 & 1947 - these additions copied the stylistic detail from the previous remodeling, and as such maintained a sense of continuity to the building as a whole. This effort was successful even though perhaps not being a particularly good architectural solution for the time. The only case which could be made to preserve these wings would be because of the importance of their associative history, although this is quite recent (28-39 years) in considering the total life span of the building (130 years). Perhaps a case could be made to include or not include these wings in a preservation effort and in order to finalize this question, one must look for other rationale, as follows.

1975 - at the present time it is obvious that other forces must be taken into consideration when analyzing preservation alternatives. As the new capitol buildings are in place or under construction, considerations regarding the old building must take this into account.

If the desirability for preservation had been recognized when solutions for increasing space needs were considered, it would have been incumbent on planners to utilize the preserved capitol as a design parameter for the new facilities. If such had been the case, undoubtedly different solutions would have resulted which would have placed both the new and the old into a pleasing spatial context with each other. One can only assume that the result would have been better.

However, such did not occur. Unfortunately, this in essence places the responsibility for design relationship on the old building - a reverse circumstance indeed. Therefore the new building must be considered as one of the design parameters when analyzing the degree of intervention which will result in a creditable preservation concept for the older building.

Without a doubt, both buildings need some breathing room. The only opportunity to improve the space between the buildings would be the elimination of parts of the older building.

It is readily apparent that three points of uncomfortable proximity exist - the north and south, 1936 and 1937 wings and the western 1923 wing. Following

from earlier discussions, the former are considered to be the least important part of the historical and architectural fabric and therefore a case could be made for their removal and the resulting 1923 facades reconstituted. (For which there apparently is complete documentation.) A desirable distance between the new and old would result, and the quality of the space would be greatly improved.

The 1923 wing, then, is really the most perplexing problem. As the status of the building in 1923 is the recommendation for preservation, any change to this wing would have to be the result of other demanding circumstances. Its location, completely blocking the new main entrance, is simply untenable. In addition, the quality of the space between the west facade of the old and the east facade of the new, being enclosed by the new Senate and House Office Buildings on the north and south, is poor because the west 1923 wing divides this space in two unrelated voids. With some part of the 1923 wing removed, the new entrance is opened up and the space immediately becomes better - the unrelated spaces begin to blend to become one.

The major remaining question then is how much of the 1923 west wing to eliminate. When considering the quality of the space - the more, the better! The most that would be feasible to remove would be all of the wing to the 1923 stair core just west of the original building. However, when viewing the resulting west facade of the old building, the dome would have a visual lack of support and might appear to be leaning toward the open space.

The next logical point for "amputation" would be at the point where the wing widens a few feet to the north and south. If the west pavilion was removed and replaced on the remaining west wing, the historical integrity of the older building would be distorted. The new configuration created could only be justified as a 1975 solution to a serious preservation problem and be honestly so presented. However, if such were accomplished, a potentially exciting relationship would be created between the new building's main entrance and the new "old" west entrance to the old building. This along with the newly created open space could form the beginning of a new tradition relating the new to the old.

CONCLUSIONS

1. The old State Capitol Building is historically and architecturally significant and its preservation should be of prime concern to the State of Florida.
2. The physical condition of the old State Capitol Building, including the dome, appears to be sound. Such should be investigated in more detail as a part of the restoration procedure.
3. Not all of the building can, or should be preserved. This is a justifiable position when taking into consideration a defendable preservation philosophy and contemporary needs.
4. The status of the old State Capitol Building in 1923 is that which is recommended for preservation, eliminating 1936 and 1937 wings.
5. The west 1923 wing should be removed to the point where it increases in width, opening up the entrance to the new building and unifying the open space between the two buildings. The exterior facade of the existing west wing should be reconstituted on the newly created west facade.
6. The Florida State Capitol should not be considered as separate buildings and spaces, but as a complex which includes the old State Capitol Building, the newly completed House and Senate Office Buildings, the House and Senate Chambers and the Executive Tower under construction. The immediate setting of all of these structures, including the open spaces between and the plazas and the projected lawn area across the street to the east should be considered as an inherent part of the complex.
7. Serious thought should be given to enacting protective legislation over the Capitol Complex defined above to assure strong guidance for future considerations for change.